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Rec'd
Nov. 5/82



28 Kirkpatrick St, Apt 3,
Kirkland Lake, Ontario, P2N2S
Nov. 3, 1982

Dear Mr. Le Sauvage,

I am writing to you to submit my ideas for the Royal Commission on the Northern Environment. Although I am presently living south of 50° latitude, I did spend a year (1978/79) teaching in an Indian community called Angling Lake, which is about 20 miles east of Big Trout Lake. Incidentally, I was surprised to see that no hearings are being held in the Big Trout Lake area or the Fort Severn area. Such a large portion of Ontario (north of 50°) is accessible only by air, that I feel hearings should be held in some of these remote communities.

The main point that I would like to make is that in making any decisions as to the allocation, use, and management of natural resources in an area such as Angling Lake, the native inhabitants must be the ones to make such decisions. From my experience, native values are quite different from white values and in situations where we might push for projects to increase our material well-being, the native

inhabitants might not be interested in such an increase in material well-being.

My second and final point is that in a world where each day more forest is disappearing and another animal or bird is becoming extinct, we must prevent similar occurences from happening in Ontario north of 50° latitude. If, for example, a community does agree to a certain area of forest being cut for a sawmill, then efficient reforestation and pollution control must be adhered to.

As I will not be able to attend your hearings, I trust that my ideas in this letter will be submitted to the Commission.

Sincerely,
Eric Munn

Royal Commission on the Northern Environment

HEARINGS

On November 22, 1982, the Commission begins hearings into the allocation, use and management of natural resources and procedures and processes for reaching decisions about development and the environment (such as the Environmental Assessment Act), with particular reference to Ontario north of 50° latitude.

Hearings are scheduled for the following locations and dates in 1982/83.

Sioux Lookout – Moose Hall	November 22, 23, 24
Red Lake – Polish Hall	November 30 and December 1
Ear Falls – Canadian Legion Hall	December 2
Moosonee – Moosonee Friendship Centre	January 11
Moose Factory – St. Thomas Parish Hall	January 12, 13
Cochrane – Canadian Legion Hall	January 18, 19
Hearst – Hearst College Amphitheatre	January 20
Armstrong – Lion's Hall	January 27
Geraldton – B.A. Parker Public School	February 1, 2

Additional hearings will be scheduled as required.

Hearings will be from 2:00-5:00 p.m. and from 7:30-10:00 p.m., except for Sioux Lookout on November 22 at 7:30-10:00 p.m. only.

The Commission asks that persons or groups wishing to appear at a hearing who have not already indicated their intentions to the Commission notify the Commission in writing and provide a written submission 21 days before the date of the hearing.

For further information on the hearings procedure and the Commission's program, please write or telephone (call collect) one of the offices below.

THUNDER BAY
Gerry LeSauvage or Bill Mamakeesic
Royal Commission on the
Northern Environment
215 Red River Road, Suite 201
Thunder Bay, Ontario P7B 1A5
(807) 345-3658

TIMMINS
Ruth Burkholder
Royal Commission on the
Northern Environment
261 Third Avenue
Timmins, Ontario P4N 1E2
(705) 267-7984

TORONTO
Marc Couse
Royal Commission on the
Northern Environment
55 Bloor St. W., Suite 801
Toronto, Ontario M4W 1A5
(416) 965-9286

HS.052

Typed from Original Submission

28 Kirkpatrick St, Appt 1
Kirkland Lake, Ontario, P2N 2G9
Nov. 3, 1982

Dear Mr. LeSauvage,

I am writing to you to submit my idea for the Royal Commission on the Northern Environment. Although I am presently living south of 50° latitude, I did spend a year (1978/79) teaching in an Indian community called Angling Lake, which is about 20 miles east of Big Trout Lake. Incidentally, I was surprised to see that no hearings are being held in the Big Trout Lake area or the Fort Severn area. Such a large portion of Ontario (north of 50°) is accessible only by air, that I feel hearings should be held in some of these remote communities.

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Sincerely,

Eric Munn

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WEST PATRICIA LAND USE PLAN

AN ECONOMIC ALTERNATIVE TO THE EXISTING TIMBER HARVESTING PROCEDURES

Prepared For:

THE ROYAL COMMISSION
ON THE NORTHERN ENVIRONMENT

By:

McKENZIE FOREST PRODUCTS INC.
HUDSON, ONT.

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INTRODUCTION -

The vast expanse of land in West Patricia has a great wealth of timber resources in the 50-North region which are lying unproductive.

The tendency has always been that the paper companies would harvest the timber in the limits closest to the mill location and as these resources became depleted, to move north as required.

The cost of transportation, difficulty in obtaining skilled labour, and all other facets of forestry increase proportional to cutting distance from the mill. Consequently, the northernmost timber limits are the last ones to be utilized. This makes good economic sense to the companies but does little for the development of northern communities.

The forest limits in the north are often held as a long term "reserve" for future production requirements but are included in the calculation for annual 'allowable cut' which can be aimed at the southern areas.

The traditional system of hauling trees from the cutting area to the mill is now being seriously questioned. The increased wage rates, the spiralling gasoline and diesel prices and the escalating capital costs of tractors and trailer units is going to force the forest industry to implement new methods of operation.

One option that is available is the regional sawmill.

The trees would be cut and hauled tree-length from the forested areas near the regional sawmill.

The mill would process the trees into studs.

The pulp chips would be transported to a mill to supplement their kraft pulp or newsprint fibre requirements, and the lumber shipped to a larger sawmill for planing and kiln drying.

This, in summary, is the regional sawmill concept. The following pages will elaborate in greater detail on the individual aspects noted above.

TREE-LENGTH TIMBER HARVESTING -

"There were 20,581 people living in 44 communities in the West Patricia Planning Area in 1978:

	Population	% of Total
Red Lake	2,180	10.5
Ear Falls	2,040	9.9
Balmertown Improvement District	1,963	9.5
Sioux Lookout	3,062	15.0
Pickle Lake Improvement Dist.	768	3.7
Hudson	476	2.3
	10,489	50.9" (1)

These six communities having a population of only 10,489 people, account for 51% of the total in the area.

The regional sawmills would have to be located in one or more of these centres. For purposes of illustrating the regional sawmill concept, the Pickle Lake Improvement District will be targeted as a potential site. The arguments that apply to this location would apply equally to the other five communities.

At present there is virtually no commercial forestry in the Pickle Lake area due to the remoteness of the region. Consequently, the forest is, to a large extent, in the mature and over-mature stage and will not be saleable unless harvested in the near future.

If a regional saumill were located here, it would enable some of the local residents to become contractors and the saumill would provide a market for the trees they cut. It is anticipated that the product would be hauled 'tree-length'.

This would eliminate the need for expensive slashers, which would be too costly for small operators, and would be cumbersome in some areas due to the swamp lands in much of the eastern area.

Highway 808 extends to Windigo Lake. This means that vast forested areas previously left to rot could be harvested. This would not only provide local employment, but open new sources to the forest industry and alleviate pressure on their southern limits.

THE REGIONAL SAUMILL -

The saumill would probably have:

- two slashers to cut the 'tree-length' wood hauled to the site, thereby eliminating the need to slash in the cutting areas.

- two bark removing machines to make the trees ready for cutting. Two would be necessary to produce sufficient product.

- a 'chip canter and bull-edger' processing unit. There are many other machines available, any of which could be used.

- two stacker units.

- two sticker machines to separate the lumber.

- a 14,000 square foot building.

- a transformer station and electrical system.

- fire and sprinkler system.

The capital cost of the mill would be in the $2,500,00 to $3,000,000 range, including site preparation and other installation costs.

The capacity could be 100,000 board feet per shift and hopefully would operate on a two shift basis. The optimum production would be about 50,000,000 board feet per year. This means that the mill requirements would be 100,000 cunits annually if "it is assumed that each 2 cunits of roundwood processed by a typical sawmill yields one thousand board feet of lumber plus 1.10 cunits of pulp chips." (2)

The mill would probably produce mainly 2 x 4 studs due to the small diameter size of the wood in the area, and the lower capital cost of installing a stud mill as opposed to a random length mill.

The configuration noted above varies substantially with the alternatives proposed in 'The Economic Future of the Forest Products Industry in Northern Ontario'.

In their report the cost of sawmills range from $3,000,000 for a mill having a capacity of 5 million board feet; to $7,500,00 for a mill having a capacity of 18 to 20 million board feet; and $19,000,000 with a large mill running 60 to 70 million board feet. (The breakdown of these costs are given on Table 3.15 of 'The Economic Future of The Forest Products Industry in Northern Ontario'.)

The economies of scale change markedly with each option. Assuming a ten year life; with the mill running at 70% capacity, the capital cost per thousand board feet would be:

$85.71 for the small mill ($3,000,000 ÷ (5,000,000 x 10 x .7 ÷ 1,000))

$56.39 for the medium sized operation ($7,500,000 ÷ (19,000,000 x 10 x .7 ÷ 1,000))

$41.76 for the large facility ($19,000,000 ÷ (65,000,000 x 10 x .7 ÷ 1,000))

The suggested mill configuration would have a capital cost of $8.57 per thousand board feet ($3,000,000 ÷ (50,000,000 x 10 x .7 ÷ 1,000).

The dramatic difference in cost is that the Economic report is suggesting the creation of complete sawmill facilities with planing mills and drying kilns; producing 60 to 70 percent kiln dried studs and 40 to 30 percent random lengths.

The suggested configuration achieves the benefits of low unit cost based on high volume production, and leaves the option open to building the planers, and kilns in the future if warranted. This alternative is much more feasible in the short run and makes it more economically viable to construct a basic structure of this nature than the complete sawmills in these remote areas.

TRANSPORTATION OF FINISHED PRODUCT -

The main reason for the creation of regional sawmills is the fact that it is cheaper to ship finished products than the raw material.

Pulp chips can provide a high proportion of the fibre requirements for making kraft pulp. Consequently, there is a demand for chips by the kraft mills. For example, a Thunder Bay mill buys the pulp chips from McKenzie Forest Products in Hudson. Modern chip trucks can haul large volumes per load because the chips are relatively light. The long distance hauling costs are compensated by the lower unit cost of chips. In a similar fashion the regional sawmill at Pickle Lake may be able to sell its chips to the area mills.

The rough studs produced at Pickle Lake could be shipped to either McKenzie Forest Products or other established sawmills for planing and kiln drying. The costs of transporting rough studs is substantially cheaper than hauling the complete log.

UTILIZATION OF THE RESOURCES -

Trees -

The forests, mainly coniferous, are ideal for sawmills as they make excellent lumber products and also creates a very marketable by-product in the form of pulp chips. Sawmills would utilize 64% of the 'tree-length logs' received for pulp chips, 28% for lumber and 8% would be bark and sawdust.

The waste (in the form of dirt, fines, bark and sawdust) and a proportion of the water would remain at the sawmill site. Only finished products would be transported.

The pulp chips, which used to be considered as waste, are now in demand by the pulp and paper mills for kraft pulp and other uses.

> "In Northern Ontario approximately 30 per cent of total fibre demand for the pulp and paper industry is sourced from chips. The use of chips varies considerably from mill to mill, with producers of dried bleached kraft pulp using significantly more chips as a proportion of total wood requirements than do producers of newsprint. In Quebec, chips form a significantly higher percentage of total fibre supply (approximately 41 per cent) than is the case in Northern Ontario. Much of the reason for this is, of course, the comparatively larger size of the Quebec Lumber industry and hence the greater availability of chips. In the U.S. southeastern states, it is believed that a high proportion of the fibre for dried pulp is sourced from sawmill chips. Industry sources have indicated that with respect to pulp production, approximately 40 to 80 per cent of fibre needs are sourced from chips." (3)

This means that instead of cutting pulpwood solely for the kraft mills, the tree can be utilized by the sawmill industry first and the chips, a natural by-product, can then be used for kraft purposes. Since 2 cunits of roundwood produces 1.1 cunits of pulp chips, the kraft mill is getting a good recovery rate.

The forest resources are dwindling, consequently it is crucial that the timber be utilized as much as possible. The concept of the sawmills making lumber and selling the chips is a prime example of 'multiple use' of a renewable resource.

People -

> "Indians represent the largest identifiable group accounting for 44 percent of the total population ...
> Almost half of the 1976 population (46.8 percent) was younger than 20 years of age ...
> 57 percent of all registered Indians are under the age of twenty ...
> The younger population and the slight predominance of men (52 percent) reflects the resource extractive base ...
> The population is quite mobile and is very dependent on the availability, accessibility, and marketability of the natural resources of the area which provide the bulk of the employment opportunities ...
> The majority of the labour force in the Planning Area is employed in the resource extraction industries ...
> The relatively small population of the Planning Area is susceptible to fluctuations in these resource industries. New resource extraction industries can have a considerable impact on population growth ..." (4)

PROVINICAL PARKS -

The 'West Patricia Land Use Plan - Proposed Policy and Optional Plans' proposes that large tracts of land that are "park areas of interest with suspected but unconfirmed park values" (5) be unavailable to the forest industry for timber harvesting.

The West Patricia Region should primarily benefit the people who live in the area. To deny their right to utilize their resources for personal and economic reasons in order to create a park that no-one will ever visit is not being realistic.

The buoyant economic times of the middle 1970's when these park plans were initiated are gone. It is vital that the decisions reflecting the recessional economy of today be implemented. The resources have to be developed and utilized not stored in a park where they will become overmature and decay, providing no benefit to the people of the region, or the province.

It is time that the costs of these parks be analysed in terms of their cost in wasted resources and lost jobs.

The Royal Commission has a responsibility for the people of the region to prevent the passage of any of the four options proposed (A, B, C or D) as they would needlessly deny the resources to the people and the economy.

SUMMARY AND CONCLUSION -

The creation of regional saumills to perform the basic function of cutting logs to produce lumber products and pulp chips is economically feasible, and offers many advantages to the West Patricia area:

- they are environmentally clean as they do not use chemicals or pollutants that are a necessity in most industries.

- each saumill will require the injection of substantial capital into the region during the construction period. This will create many jobs and economic activity for allied industries. Transport companies would be busy bringing machinery

and equipment; local businesses would supply parts and service as well as expansion by food and retail outlets to fulfill the needs of the employees. The impact of the sawmill construction would last for almost two years. Afterwards, the employment of 60 to 80 people would mean the creation of permanent opportunities in related fields. "It was estimated that every job in the forest industry creates another job indirectly in another sector of the provincial economy." (6)

- sawmills are more labour intensive and less capital intensive than paper mills, kraft mills and most other industries. Consequently, the large labour demands will provide an employment opportunity to many native people and local residents, who might otherwise have little chance for a job. This in turn will improve the economic stability of the community, and reduce the dependence on the mining industry.

- the sawmills demand for 'tree-length' timber would employ many residents to harvest the trees (cutting, skidding, loading, hauling); road building, and other aspects of the cutting operation.

- the moderate capital requirements of sawmills in comparision to pulp and paper or kraft mills, enable Ontario corporations the opportunity to build them thereby contributing to Canadian control of its own resources.

- sawmills export 90% of their lumber and the sale of pulp chips to paper mills leads to export of their products. This improves Canada's trade position and helps to strengthen the Canadian dollar and our balance of payments.

- the B.C. Forest Policy, and to a large extent the Quebec Forest Policy, requires logs to be processed in sawmills prior to use in pulp and paper mills. These policies have been instrumental in increasing the number of sawmills in these provinces. This practice ensures maximum utilization of the forest resources as both lumber and pulp chips are produced.

- pulp chips, a marketable by-product from the sawmill operation, can be utilized by the mills not only for kraft pulp but also as a means of extending the life-span of their limits because increased use of pulp chips will reduce the demand for pulpwood.

- the devastation caused by forest fires may be substantially reduced because of the improved road system.

- transportation would be improved by the creation of roads to remote communities and recreation areas.

- sawmills, because they utilize a renewable resource, have an unlimited lifespan. This helps to ensure long-term employment and the longevity of the community.

- the proposed Optional Plans should not be implemented as it would cause the needless waste of a valuable resource.

- the regional sawmill, by eliminating the bark, sawdust and some of the water, makes economic sense as the transportation costs of pulp chips and rough studs would make the operation viable, whereas the shipment of 'roundwood' is too expensive and prohibits harvesting in these remote areas.

The timber resources north of the 50th parallel form a substantial portion of the forested area in Northwestern Ontario. Any future plans for West Patricia have to take into account the tremendous potential for the improvement of the standard of living and economic well-being of all residents in the area.

The alternatives are clear, do we do nothing as we have in the past and watch the massive fires devour the resources of the area or, do we establish a means of utilizing the resources for the benefit of everyone in the region through the creation of regional sawmills.

REFERENCES

(1) Ontario Ministry of Natural Resources, West Patricia Land Use Plan - Background Information, November 1981, Page 13.

(2) The Economic Future of the Forest Products Industry in Northern Ontario, Lakehead University, Principle Authors F.J. Anderson, N.C. Bonsor, Department of Economics, March 1982, Page 138.

(3) The Economic Future of the Forest Products Industry in Northern Ontario, Lakehead University, Principle Authors F.J. Anderson, N.C. Bonsor, Department of Economics, March 1982, Page 83.

(4) Ontario Ministry of Natural Resources, West Patricia Land Use Plan - Background Information, November 1981, Page 13.

(5) Ontario Ministry of Natural Resources, West Patricia Land Use Plan - Proposed Policy and Optional Plans, June 1982, Page 127.

(6) Ontario Ministry of Natural Resources, Forestry, West Patricia Land Use Plan Background Information Paper No. 24 (Kenora: Ontario Ministry of Natural Resources, Northwestern Region, March 1982), Page 24.

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Office of the Principal
A.J. Korkola, B.Sc., M.Ed.
Principal

M.D. Jacobson, B.A., M.Ed.
Vice - Principal

G.P. Perrier, B.A.
Vice - Principal

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Rec'd Nov 8/82

Box 909
Geraldton, Ontario
P0T 1M0
Phone 854-0130

November 3, 1982

Mr. E. Falgren, Chairman
Royal Commission on Northern
Environment
215 Red River Road
Thunder Bay, Ontario

Dear Sir:

I would like to share with you some thoughts on how I believe we can improve education for pupils in Ontario. I understand that as Chairman of the Commission you also have a high interest in education in Northern Ontario.

In 1977 we at Geraldton Composite High School took the initiative in developing an innovative school program that would address the needs of Northern Ontario pupils who start in grade 9, but who never graduate from secondary school. Did you know that approximately 43% of the pupils who start in grade 9 in Ontario never receive a graduation diploma? In Northern Ontario this percentage I suspect, would be even higher. Where do these pupils eventually find employment? In Northern Ontario many of them in the past eventually found employment in the "Forest Products Industry". With time these individuals became truckers or cutter-skidder operators. But that was in the past! We are also concerned about the future!

When we made our initial proposals to the Ontario government through the Ontario Ministry of Education to develop a non-traditional program to educate pupils for eventual "Forest Products Industry" employment, we received reactions that varied from enthusiastic support to no support. (Most administrators in education, I suspect, have a strong academic background with limited industrial experience.) We are now at the point where we have a Ministry of Education Provincial Steering Committee developing a Forest Industry curriculum program from grade 9 to 12. This Provincial Committee has several industrial representatives for the purpose that any curriculum developed will reflect the needs of industry, as well as the needs of our youth. This program will be tied in with "Linkage" opportunities, a formal program of the Ministry of Education. "Linkage" is designed, in part, to avoid Colleges teaching units of study that have already been taught in technical courses at the secondary school level. Slowly we are developing the "Forest Products Industry" program so that students who leave school without a diploma and who in all probability will remain in Northern Ontario will have the following:

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a) A better understanding of the complete Forest Products Industry;

b) A higher level of life skills necessary for personal well-being;

c) A better understanding of career opportunities in the industry and the opportunities for continued personal growth and development through continuing education;

d) Some skill development in related trade areas.

How can you help? If you believe our proposed program makes sense, you can endorse it. Your endorsement might help us in receiving funding support so that this project could be expedited. G.C.H.S. and Timmins High and Vocational Institute have already been selected as "pilot project schools" for the eventual development of this concept.

The support of the Ministry of Education officials in Toronto is essential if we are to develop this program for Northern Ontario in the near future.

I believe it is important to also realize that if we can make this program work, then the same development organization can be used to "mirror" or develop a similar program for mining and agriculture.

Please find enclosed for your reference the following:

a) A copy of our first update on the "Woods Industry Program" at GCHS. It is interesting to note that the distribution of pupils still remains basically the same. That is, that a large number of boys and girls "drop-out" at age 16. This document outlines the initial proposal for this proposed program.

b) A recent Backgrounder entitled, "Recent Federal Government Initiatives in Promoting Increased Forest Management in Canada".

c) A Ministry of Education brochure entitled, "Linkage: Training Today for Tomorrow". Note that the brochure identifies nine skilled occupations available at the high school level. Our Provincial Steering Committee has identified over twenty career opportunities in the Forest Products Industry that could be involved in Linkage.

...3

If you have any questions regarding this submission to your Commission, I would be pleased to try and clarify our intent and state of progress.

Sincerely,

A. Korkola

A. Korkola
Principal

AK/kaf
Encl. (3)

cc Brooks Rapley
Anne G. Moore
Mike Power
Norman Labranche
Dan Andreatta

What happens if I can't find an employer?

You have a role to play in finding an employer willing you and training you, ask your technical teacher for help. He or she can send your name to a number of individuals or agencies such as:

- the local apprenticeship counsellor, as well as other counsellors around the province
- the local Canada Employment Centre office
- the Community Industrial Training Committees, which have been set up to help employers find workers with the right basic skills
- the Local Apprenticeship Committees

These individuals and agencies will try to help you find an employer so that you can use the skills you've gained through Linkage to continue your training.

What's the last word?

Now you know a little more about Linkage. But you probably have many more questions. Your guidance counsellor or technical teacher should have the answers. They'll be able to tell you more.

A career in a skilled occupation may or may not be just right for you. That depends on where you want to be 10 years from now. And that's really up to you to decide. After all, it's your future.

For more information, contact the guidance counsellor, technical director, or principal of your school.

Occupational descriptions

To help you with your decision, here's a description of the duties and skills of the nine Linkage occupations.

Baker (apprenticeship training): There are two branches in this occupation – baker and junior baker.

Baker: Supervises bakery formulation; prepares flour and sugar, cocoa and chocolate, puddings and desserts, pastry and choux paste, bread and rolls, icings and fillings, and cakes and creams.

Junior baker: Prepares ingredients for straight dough, different types of fermented goods, pies, sweet and puff paste goods, cookies, creams, cakes, icings and fillings, muffins, tea biscuits, and doughnuts; assists in bakery formulation and fermentation processes.

Construction millwright (apprenticeship training): Installs, repairs, and maintains mechanical machines in industrial plants, commercial and institutional buildings, or construction sites.

Cook (apprenticeship training): There are two branches in this occupation – cook and assistant cook.

Cook: Prepares and assembles complete meals, short order grills, sandwiches, vegetables, hot and cold buffets,

Assistant cook: Prepares and assembles complete breakfasts, short orders, sandwiches, simple salads, simple desserts, vegetables, and non-alcoholic beverages.

General machinist (apprenticeship training): Sets up and operates various types of precision metal-cutting and grinding machines to close tolerances.

Hairstylist, hairdresser, barber (apprenticeship training): Tints, bleaches, or dyes hair; shampoos hair and scalp; gives hair and scalp treatments; cleans or dresses artificial hair pieces; cuts and trims hair; curls or waves hair. In addition, a barber shaves or trims beards or moustaches; a hairdresser gives facials and manicures and applies make-up; a hairstylist performs all of the above.

Industrial millwright (apprenticeship training): Installs, repairs, and maintains mechanical machines.

Motor vehicle mechanic (apprenticeship training): Disassembles, adjusts, repairs, and reassembles engines, transmissions, clutches, rear ends, differentials, brakes, drive shafts, axles, and other assemblies.

Retail meat cutter (apprenticeship training): Bones and trims various types of meat carcasses into marketable retail cuts.

Major appliance service technician (modular training): Maintains and repairs major appliances such as refrigerators, electric ranges, microwave ovens, and automatic washers.

These are the occupations for which Linkage is available. But there are many other skilled occupations you might be interested in. For more information, talk to your guidance counsellor.

Other publications

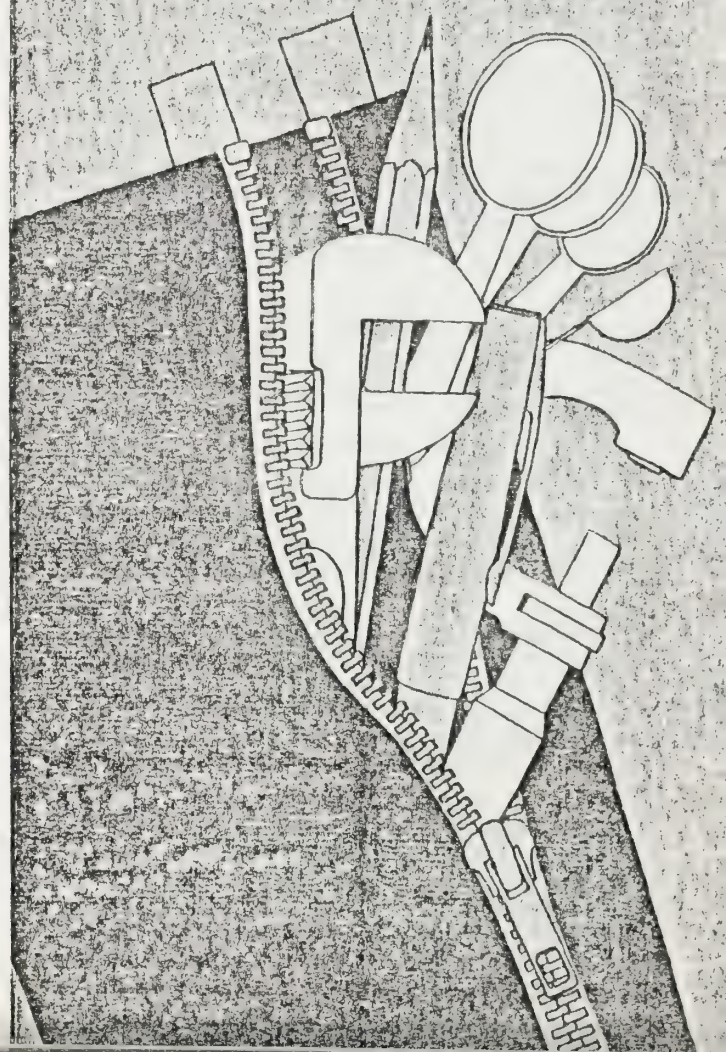
- *Horizons*
- *Apprenticeship and You*
- *CAAT Chart*
- *After 8?* (for Grade 8 students)
- *Student Guidance Information Service* (a pamphlet)

These publications are available from your school's guidance counsellor or from:

Ministry of Colleges and Universities/Ministry of Education
Communication Services Branch
Public Inquiries Section
Queen's Park
Mowat Block, 14th Floor
Toronto, Ontario
M7A 1L2

Ministry of Education
Ministry of Colleges and Universities
Ontario
Hon. Bette Stephenson, M.D., Minister
Harry K. Fisher, Deputy Minister

Linkage: Training Today for Tomorrow



students are

No matter what you hope to be – auto mechanic or fashion designer, reporter or zoologist – high school is important. What you learn in high school is the foundation of your career.

A lot of students are interested in skilled occupations, so they're taking technical education subjects. Technical education can help you prepare yourself for a rewarding career.

If you have thought about skilled occupations, you should know about the Linkage program. Linkage could help you start your training (apprenticeship or modular) towards one of the following nine skilled occupations *while you're still in high school:*

- baker
- construction millwright
- cook
- general machinist
- hairstylist
- industrial millwright
- motor vehicle mechanic
- retail meat cutter
- major appliance servicing technician

And while you're learning one of these nine skilled occupations, you're earning too. The employer pays you to learn.

How does Linkage work?

First, here's an example of how the training system for general machinist usually works.

In 1976, John graduated from high school and decided to become a machinist. He found an employer willing to hire him and train him as an apprentice. His training program lasted four years. About 90 per cent of the time, John was learning on the job, but he spent about six months at a community college. The in-college time was divided into three terms – Basic, Intermediate, and Advanced. Each term lasted two months. John had learned a lot in machine shop while he was in high school, but he still had to complete the Basic in-college term. After finishing his apprenticeship, John wrote and passed an examination and became a fully qualified journeyman in 1980.

Now here's an example of how Linkage works.

John's sister, Sarah, started high school in 1977. She took exploratory technical education in Grades 9 and 10. She tried a number of different shops and enjoyed machine shop most of all. She decided to continue her training in machine shop. In Grade 11, she took a double credit in machine shop. The course included content specified by the Linkage program. In Grade 12, Sarah also took a double credit in machine shop. After

and to train her. But she didn't have to go to a community college for the Basic term. Why? Because she completed the Basic term while she was still in high school.

That's how Linkage works. In the eight apprenticed occupations, it lets you gain credit towards part or all of your Basic college apprenticeship training. In the modular program (major appliance service technician), it lets you complete five of the 17 modules in the training program. Either way, Linkage lets you start training today, while you're still in high school, towards a career for tomorrow.

What do I do now?

Before you decide on a technical education program, there are a few things you should do.

- Find out more about the occupations covered by the Linkage program. There's a brief description of the nine occupations in this brochure, but a lot more information is available through the Student Guidance Information Service (SGIS). To get the information, talk to your guidance counsellor.

- Find out whether you would enjoy being a machinist or a millwright or a mechanic. Your guidance counsellor has some tests to help you find out if you'd be happy in a skilled occupation. For example, you would probably enjoy being a machinist if you:

– like to work with things
– like to know how things work
– are ambitious and energetic
– are precise (like to get things "just right")

- Talk to people who are working in the occupation that interests you. They can tell you what it's really like to be a cook or a millwright or a hairstylist.

- Talk to an apprenticeship counsellor. Your guidance counsellor has the number to call.

- Talk to your parents. That's very important.

After you've thought it through and decided to start your training in an occupation covered under Linkage, tell your guidance counsellor or technical director. They'll show you how to start the training.

What else should I know about Linkage?

- ***Credits*** While you're registered in Linkage, you earn regular secondary school credits for the technical subjects you take.

- ***The Training Profile*** The content of the Linkage portion of your high school course is the same as the content of the Basic term apprenticeship course taught at the community colleges. This portion is called a Training Profile. The Training Profile for each of the nine Linkage occupations was written by the Ministry of Colleges and Universities with the help of skilled workers and employers

motor vehicle mechanic was prepared with the help of motor vehicle mechanics and employers of mechanics.

- ***The Student Training Record Book*** You'll acquire many new skills in your Linkage courses. Each time you learn a new skill, your teacher will record your accomplishment in your Student Training Record Book. The record book is important – it shows what you know and what you can do. Your employer will want to see it, so don't lose it. Your school will also keep a copy of your Linkage accomplishment in your Ontario Student Record.

- ***Testing*** Most of the tests in the Linkage courses are practical. If your teacher wants to be sure that you know how to do something, he or she will ask you to do it. For example, if your teacher wants to know if you can fry an egg, he or she will ask you to fry an egg. Once in a while, there will be a review test, which will probably be a written test.

- ***Related academic subjects*** Skilled workers also need academic skills. So it is important to take mathematics, English, and science. If you want to change jobs in the future, the academic subjects will be a good foundation.

What do I do after I finish high school?

If you decide to continue training towards your Linkage occupation after you finish high school, you must find an employer. You could apply to companies that hire people who have the skills you have. Your technical teachers and the local apprenticeship counsellor may be able to help you find those employers.

Linkage doesn't guarantee you a job any more than any other school program. But it does teach you the skills required by industry. Not every employer knows about the Linkage program, but each day more and more employers are learning about it.

Even after you've been hired, you might not become an apprentice right away. Many employers want to make sure that you're a good worker before they start you on an apprenticeship training program. You may have to work for the company for a while before you become an apprentice.

Once the employer decides you'd make a good apprentice, you and your employer contact the local apprenticeship counsellor. You and your employer sign a contract. The contract sets out your hours of work, conditions of work, wages, and training. Throughout the training period, the apprenticeship counsellor is available to discuss your training program with you and your employer.

When you start your apprenticeship, you'll be exempted from the Basic in-school term because of your Linkage training. You may also be exempted from some of the on-the-job time because of other things you learned in high school; you and your employer will review your situation and decide how much time, with the help of the apprenticeship counsellor.

FIRST UPDATE

ON THE

PROPOSAL FOR A

TWO YEAR

WOODS INDUSTRY PROGRAM

AT

GERALDTON COMPOSITE HIGH SCHOOL

Prepared by
Mr. A. Korkola, Principal
September 24, 1980

PROPOSED TWO YEAR WOODS INDUSTRY PROGRAM
FIRST UPDATE
SEPTEMBER 24, 1980

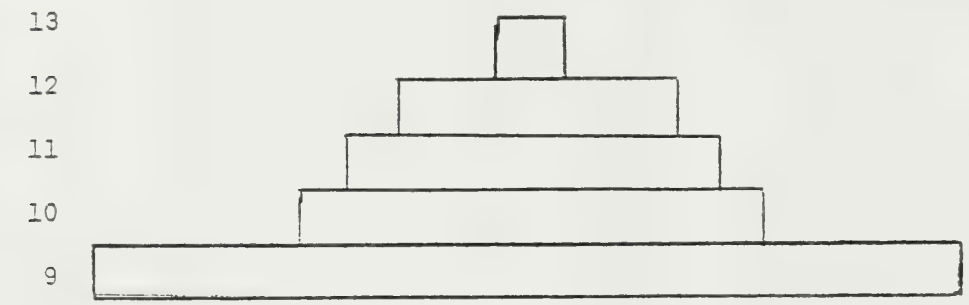
PROPOSAL:

To investigate the possibility of introducing to G.C.H.S. in September, 1982, or 1983 an innovative two year program for selected grade 9 and 10 pupils with the purpose of preparing them for employment and life related to the woods industry of Northern Ontario.

RATIONALE:

It has been my "gut-feeling" since I arrived at G.C.H.S. in the fall of 1973, that an innovative educational program specifically aimed at meeting the needs of our male students, who are not interested in conventional schooling, but who are interested in quitting school at age 16 and seeking eventual employment with our local woods industry, would be in order.

A profile of our enrolment distribution at G.C.H.S. as of September 30, 1979, would reflect a graph such as follows:



Grade	No. of Pupils
13	16
12	93
11	117
10	134
9	264
Total:	624

Our drop-out rate, like many other Ontario secondary schools, is highest during the grade-year pupils reach age 16. Our drop-out and drop-in rate varies from year to year as reflected by the following figures:

G.C.H.S. Drop-Out & In Analysis By Year

Year	Total No. of Drop-Out's						Total No. of Drop-In's						Net Gain	Net Loss	Sept. 30 Total Enrollment
	Grade 9			Grade 10			Grade 9			Grade 10					
	M	F	Tot.	M	F	Tot.	M	F	Tot.	M	F	Tot.			
1979	28	37	65	11	6	17	8	14	22	6	1	7	-	53	624
1978	26	11	37	35	25	60	5	4	9	6	1	7	-	81	632
1977	45	43	88	40	28	68	8	5	13	7	7	14	-	129	660
1976	12	6	18	59	54	113	4	1	5	13	18	31	-	95	711
1975	5	0	5	42	28	70	0	0	0	5	4	9	-	66	701

Number of Male Drop-Out's in Grade 9 & 10 By Year

	9	10	Total
1979	28	11	39
1978	26	35	61
1977	45	40	85
1976	12	59	71
1975	5	42	47

The method by which statistics has been obtained has changed in the past few years; hence, the total figure may be more representative of any trends.

The important point from the previous charts is that annually we lose on the average 60 boys from grades 9 and 10. Most of these boys are leaving as soon as they end the compulsory school age requirement. It should be noted that these pupils are unskilled for any trade and generally are lacking in life-skills, social skills and academic skills; yet they, unlike our graduates, will remain in Northern Ontario. They will become the ratepayers and citizens who will be our community leaders with various volunteer organizations. The vocational opportunities for our graduates to return from college or university are very limited.

It must also be noted that many of these young men are not afraid of physical labour and are motivated by the potential to become truck drivers, skidder operators or cutters. They will also, over a period of years of employment and practical experience, become understanding of broad forest management practices, various aspects of consumer law and various parental responsibilities.

PROGRAM:

Since these pupils, I suspect, have not been motivated by traditional academic approaches, I would envisage a program that would be largely practical in approach and with much of the time in field placement. For example, with English, rather than studying a novel or writing an essay in the classroom, pupils might be requested to ride with a particular truck driver for one week. The student's responsibility would be to obtain information related to that field experience. Questions such as the following would need to be answered: on a unit dealing with "truck hauling":

- what is the cost of a truck or trailer?
- how many tires on a truck?
- what is the cost of a tire?
- how long does a tire last?
- who owns the truck? the trailer?
- how long is a shift?
- how many shifts does a vehicle operate?
- how many cords are hauled? how far?
- what is the gasoline consumption of the truck?
- etc.

Subsequently, in class, the pupil would be directed on how to prepare a report, perhaps with accompanying photographs, on that experience. Similarly, with mathematics a very practical approach might be taken with scaling; timber

cruising; and road location, cut and fill tasks being utilized as practical motivating exercises, so as to develop improved basic mathematical skills.

A two year program, as a result, could include the following units. Note: these are only examples indicating the potential of the course, they are not intended to be complete and comprehensive.

(1) English
(2) Math
(3) History and Economic Importance of Forestry:
- an overview of man's utilization of forested lands
- an overview of the National, Provincial and Regional importance of forest related industries to our economy

(4) Forest Mensuration:
- an introduction to the purpose and methods of timber cruising, and scaling

(5) Forest Protection and Management:
- an introduction to common economic diseases and insects, their possible control and related problems
- an introduction to wildfire and prescribed burn behaviour and control (basic fire fighting, pump operation and maintenance, good housekeeping)
- tour of local fire base

(6) Basic Road Engineering:
- an introduction to road location, road patterns, types and function
- related costs of construction

(7) Basic Silvicultural Methods:
- an overview of different types of cutting patterns, their related economies and their effect on wildlife and tourism
- various methods and value of reforestation
- field trip to planting and nursery

(8) Introduction to Forest Harvesting:
- cutting skills and techniques (safety)
- skidding techniques
- truck haul (private and company related)
- related basic maintenance techniques for power saws, chains; skidders, trucks, loaders, graders, bull dozers, harvesters, etc. (basic mechanics of units)

(9) Industrial Safety:
- basic St. John's Ambulance Safety Course? C.P.R.?

(10) Tree Identification and Lumber Grading:
- identification of local trees
- a basic understanding of lumber grades for local species

(11) Introduction to Physics and Chemistry of Wood:
- a brief introduction as to how trees grow, their cell structure, related strength characteristics, and economic use
- an understanding of the pulp and paper process

(12) Aerial Photographs and Cartography:
- an introductory series of lessons on topographic maps, contour maps, profile drawing, determining compass bearings, setting and changing courses, etc.
- an elementary understanding of aerial photography principles and use of 3-D photos
- modern use of helicopers
- practical field exercises in orienteering

(13) Geology and Soils:
- an understanding of local geology and soil formation
- the relationship between different tree species, ground vegetation, and various podzol soils
- relationship with road building
- relationship to agriculture

(14) Introductory Surveying:
- simple differential levelling for cut and fill projects related to road location and road building

(15) Watershed and Wildlife Management:
- local fish and game species, importance to commercial fishermen and tourism
- drainage basins and their importance to hydro, fire fighting and transportation

(16) Wood Utilization:
- an understanding of lumber, veneer, plywood production and papermaking

Note: In time, the life-skills component of the proposed program could be as much as 30 - 40% of class time

(17) Consumer Awareness:
- how to apply for a loan, interest rates
- investing; bank accounts, term deposits, investment funds
- renting or buying a home, building, land purchase or rental
- wills
- mortgages
- contracts
- etc.

(18) Human Relations Skills:
- how to apply for a job
- how to cope with problems, stress
- educational upgrading
- resolving conflicts
- establishing personal values
- understanding marital legal standing

(19) The Private Enterprise System:
It is important that the Canadian worker develop an understanding of our private enterprise system, the role they play as workers, the role of management, and the role of unions. Units of study that might be included are as follows:

- organization of companies (international, private, limited, corporations, etc.)
- the need for a profit, dividends, etc.
- the role of the Canadian worker
- expectations of companies of the worker (eg. punctuality, effort, responsibility, etc.)
- expectations of workers of the company (eg. regular salary payments, opportunities for growth, motivation, etc.)
- union expectations of a company and of a worker
- union organization
- adversary negotiation procedure versus other forms of negotiation
- your role as a consumer, the company's purchasing role in the economy
- etc.

The preceding are intended to trigger your imagination and direction as to the types of instructional units that might be used and expanded upon. As much coordination of content as possible would occur in the classroom with emphasis on practical anticipated work experiences. Crucial to the success of the program is an abundance of field work, learning and industrial visitations.

CREDITS:

If the program is to be successful it is essential that students be recognized for their successful achievement of related courses by the granting of full secondary school credits. Normally a pupil requires 27 credits to complete four years of secondary school work for a Secondary School Graduation Diploma (SSGD) These credits need to be distributed over a minimum of four broad areas of study, as outlined in Ministry of Education document entitled: Secondary School Diploma Requirements, Circular H.S.1, 1979-81. Hence, a student of this two year program should be able to achieve the same number of credits as any other student who completes two years of school. The program should be designed to also permit pupils to complete studies in the various areas of study, eg. communications, pure and applied sciences, social sciences and the arts..

FURTHER CAREER PLANNING AND PREPARATION:

At the High School Level:

Since this program is being visualized for pupils who have a strong interest to enter jobs with the forest industries at age 16, it is assumed that most students will do exactly that. However, school organization will be designed to permit these pupils to continue their education at the local high school level.

It is desirable that students who become encouraged by new learning experiences continue with their secondary school studies at the general level in grade 11; however, this decision will need to be based on the individual's proven progress to date. It is very possible that student placement might be at the general level in grade 10. This would mean that the pupil would achieve his 27 credits for his S.S.G.D. at the completion of "grade 11". This alternative is provided for in H.S. 1. However, it could be inadequate for acceptance to a community college. This matter needs to be coordinated further with College representatives.

The school also needs to carefully review how technical school programs might best be designed to accommodate these two year forest industry program graduates. For example, graduates could be placed in our auto mechanics course, wherein they could achieve 6 additional credits. As a result, they would achieve time credit allowance with their possible apprenticeship towards heavy duty equipment mechanics, etc.

Post High School Training:

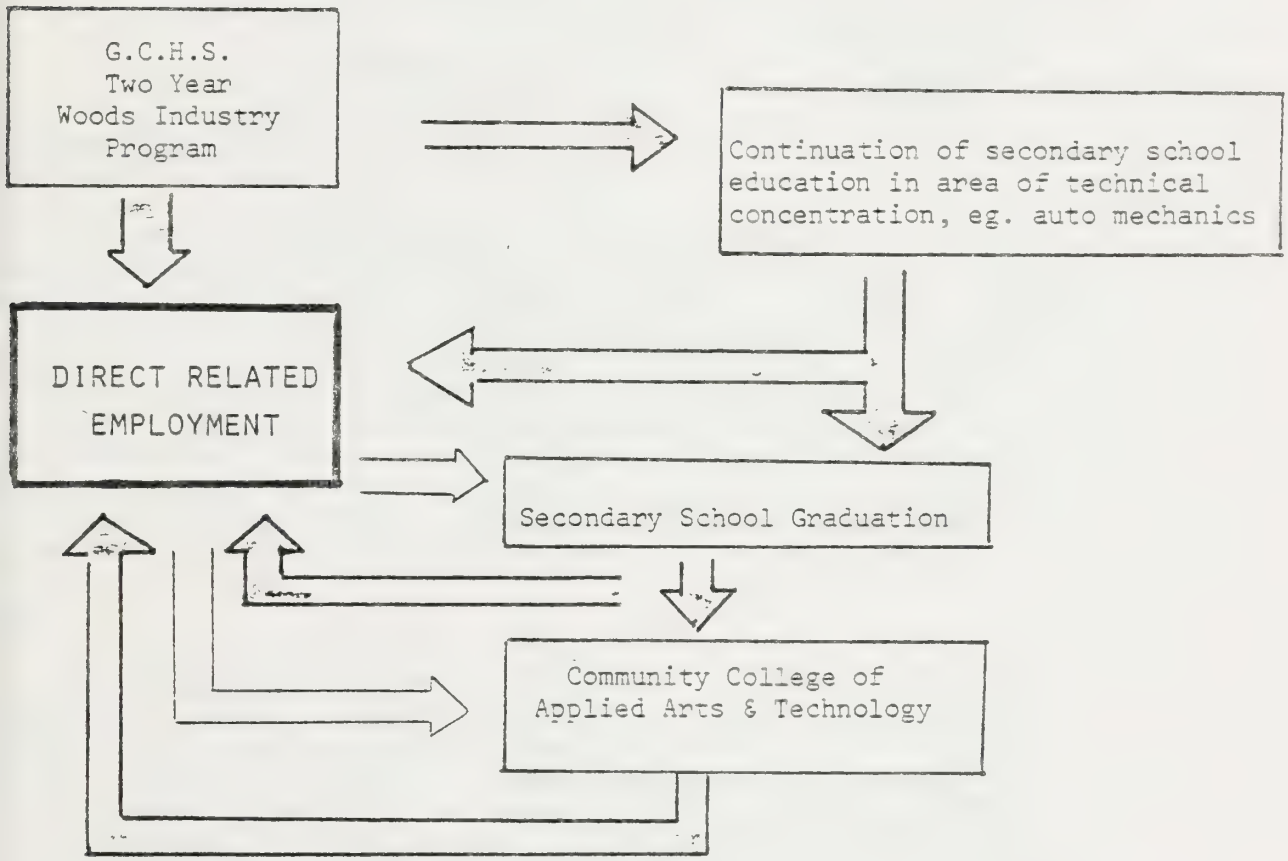
With the cooperation of Colleges of Applied Arts and Technology (CAAT), such as Confederation College of Thunder Bay, graduates might continue their studies in any of the following programs:

a) heavy duty equipment operator (HDEO)
b) harvesting - cutter/skidder
c) mechanical maintenance
   - heavy duty equipment mechanic (HDEM), auto mechanic, small motor mechanic

d) transportation - truck driving
e) natural resources - fire fighting, silviculture, ecology

Career Pathways:

The intent of the program is to prepare pupils for careers in the woodlands industry; hence, the program at G.C.H.S. would provide the following alternative career pathways:



It is also conceivable that recent school drop-out's could be encouraged to return to school to become educated for a role as future skilled woodworkers.

SUMMARY:

It should be clearly understood that the role of the school at the grade 9 and 10 levels with woods industry students is to provide them with

a) a broad understanding of the various aspects of the woods industry,

b) some introduction to skill tasks related to future employment in the woods industry. Actual skill development is not a priority teaching task. The actual skills may be learned later at the College level or in actual employment,

c) career planning opportunities so as to become, with time, contributing employees of the woodlands industry, and

d) life-skills necessary to become understanding and contributing individuals of our Canadian society.

A. Korkola

A. Korkola, Principal
Geraldton Composite High School
September 24, 1980

Geraldton Composite High School

Backgrounder

'ackgrounder" is an occasional communique that is prepared by the Principal normally shared with staff by way of the weekly Friday Newsletter.

[C: Recent Federal Government Initiatives In Promoting Increased Forest Management in Canada

October 21, 1982
Prepared and
Opinionated by:
A. Korkola

RODUCTION:

No one will deny the importance of forestry to us in Nakina-Longlac-Geraldton-Beardmore District. Major Canadian st Corporations such as Kimberly-Clark of Canada, Abitibi and Paper, American Can of Canada and DOMTAR are principal loyers in this boreal forest region. Such is the case in of Canada. As teachers of pupils whose family income is ived from the forest products industry it is essential that as educators, have an intelligent insight into current ues and trends in this industry, so that in our daily contact h students we can relate appropriately to these issues and cerns.

BLEM:

The problem is that Canada has historically exploited forests. Little is left of the white pine, maple, walnut butternut trees that once were prominent in the "Great es-St. Lawrence (Atlantic also) Deciduous Forest Belt." you know that a single black walnut tree today can be worth e than $2,000.00? No wonder logging pressure has been and tinues to be, placed in Ontario on the Algonquin Provincial k and the Lake Superior Provincial Park. They are the last ttiges of large tracts of these forests. Read "Why Wilderness?" more insight.

The major natural forest region forming a part of each vince is the "Boreal Forest Region," a commercial forest t comprised of black spruce, white spruce, jackpine, and sam fir. Rip a piece of Canadian manufactured paper or sprint and at the edges of the tear you can readily identify long fibers of spruce. It is these long fibers that give ength to our paper and which give us the "feeling" that adian pulp will always be in demand regardless of fast- wing hybrid softwood species now being grown throughout Southern United States. Southern softwoods have short res; hence, low matting, interlocking strength qualities. today's scientific world is it inconceivable to imagine developing of a polymer or synthetic fiber with greater ength, better cooking and re-cycling qualities than the ural black-spruce fiber? I don't think so! Imagine the ect of such on our Canadian industry!

What are some of the major problems? The first is that we have cut so much of the Boreal forest belt we can now look into the future and realize:

a) We will be unable to meet the annually-increasing industrial needs for softwood on a sustained yield basis.

b) That the remaining softwood biomass lies increasingly further from existing sawmills and pulpmills, thereby increasing transporatation costs dramatically and contributing to higher Canadian prices in an internationally competitive market.

c) Sophisticated technological changes in production and transportation have drastically reduced the need for unskilled and even semi-skilled labour. The number of "entry-points" for such individuals is decreasing rapidly. This is becoming increasingly evident in the last few years in our own area here in Geraldton.

GRANTED THAT THE PRIMARY FOREST INDUSTRY IS ONE OF CANADA'S MOST IMPORTANT, WHAT ARE WE DOING TO PROTECT IT?

The Canadian government, through the Canadian Forestry Service, has recently been attempting to initiate new strategies In 1981 it issued a discussion paper under the title of "Forest Sector Strategies for Canada". The initiatives were as follows:

a) To promote mission-oriented research development;

b) To promote human resources development for the forestry sector; and

c) To promote policies that would ensure sufficient wood supply in Canada through forest renewal.

On September 2, 1982, at a press conference, The Honourable John Roberts, Minister of the Environment, announced that the Federal Cabinet had accepted the following guidelines for forest renewal in Canada. This will spur a new generation of Federal-Provincial Government forestry agreements, one of which has already been signed between Nova Scotia and the Federal Government.

1. Long-Term Plans:

"No Further agreements will be implemented in a Province in the absence of a long term plan of at least 20 years duration, a minimum time necessary for consistent forestry programs." *The traditional problem in this subject area is that everyone does their own forest inventory study, with different forest volume figures; thereby providing the basis for negotiating different investment and stumpage fees. One would like to believe that if there is to be a common approach to ensuring sustained yield, then there must be a cooperative and common thrust on the several components encompassed within an agreement. "Stand volume analysis" is but one example.*

...3

Technology Transfer:

"New agreements will carry requirements for the rapid transmittal of research results from the scientist to the practicing field forester." *Does this suggest that the Canadian Forest Service will be directed to do less theoretical research and more applied research?*

Emphasis on Intensive Forestry:

"Federal funds will be applied wherever possible to intensive timber stand improvement. Provinces and industry will carry the major responsibility for basic forestry, namely prompt regeneratic *This forestry policy suggests that the Canadian government and industry expenditures in forest renewal are to double from the present annual $300 Million to $650 Million a year. Much of this will be ear marked for rehabilitating the backlog of previously neglected lands. Yet to be determined is the portion of these increased expenditures which will come from industry and what percentage from government. Will stumpage fees be increasing in Ontario? They went up 130% recently in Quebec!*

The intensive forestry strategy also states that "intensive forestry" principles will be started in the Canadian woods.

Much of Europe at one time consisted of swamp land, yet no where in our present thinking are we suggesting making similar use of marginal lands through improved drainage practices. Is it a viable approach for increasing future productive acreage?

Specific reference is made to silvicultural treatments involving intensive manpower in activities such as thinning, pruning and fertilizing immature stands. The new directives suggest that 100,000 workers could be employed in this aspect of forestry. It has also been suggested that 8,000 forest technicians would be required for this more intensive forest management ... reality or dreams? Should this come to pass, it would certainly alleviate our concern about the lack of future opportunities for young people in this industry.

Leverage:

"Agreements will specify that Federal funds are to be used as incentives to obtain increased spending by the combined provincial and industry sources, and to ensure that Federal guidelines are adopted." *In this Policy it is suggested that we are at a point of departure in that the landowner or licencee will have the principal responsibility for forest renewal. Traditionally, government incentives have been used in the past for improved automation and technology in the lumber, particle-board, and pulp mills. Will we really see funds being made available for practical labour practices in intensive woodlands forestry?*

Evaluation:

"Forest management agreements will be evaluated for their effectiveness at five year intervals." *Will these agreements be available for review by public interest groups?*

SUMMARY:

The government needs to be complimented in attempting to protect this $23 Billion industry. It is generally accepted that Canada must move towards a more intensive sustained system of forest management. The polic document notes with good reason that this must be done with decisions and timing sensitive to improving the slow rate of economic growth of the forest products industry.

If I might be so presumptuous, I believe the new directives have one significant shortcoming: they do not address the education of our youth ... perhaps because this is a Provincial responsibility? Whatever the reason, is that education not of paramount importance? Many of our young Canadians will in the future be seeking direct employment in the forest products industry while others will be seeking employment in the many industries and businesses that service the industry. The economic viability of the forest products industry is crucial to the well-being of Canada and ultimately its people. Yet in order to implement policies, to develop research, to improve practices, and to remain internationally competitive we will be dependent upon knowledgeable employees. How is this to be achieved without some significant departure from our traditional academic programs? Should courses such as our "Outers" and "Natural Resources Technology" be treated as experimental in a single Ontario secondary school? Should programs such as our proposed "Woods Industry Program", that industrial and government foresters endorse fully, be so difficult to develop and fund when the Nation is attempting to address problems in one of its most important industries? I think not!

R. Kokola

Draft
21
17 Nov 82

Rec'd Nov. 8/82 HS 056

Hans W. Schaedel,
P.O.Box 17,
Madsen, Ont.,
POV 2CO

2 November, 1982

Mr. Gerry LeSauvage,
Royal Commission of Northern Environment,
251 Red River Road,
Thunder Bay, Ont.,
P7B 1A1

Dear Mr. LeSauvage:

I would like to submit a brief at the forthcoming Hearing of the Royal Commission of Northern Environment in Red Lake, Ont., concerning a direct road link from this community to Winnipeg, Man. to the existing Manitoba highway system.

I, like many residents of the Red Lake area, would like to have a direct road connection from here toWinnipeg, via Werner Lake, Ontario, and Lac Du Bonnet, Manitoba. Since this road would be of utmost importance to local businesses since most of their major suppliers are located in Winnipeg, for it would reduce the present distance via highway 105, 17, and Manitoba 1 from 960 km for a return trip to 640 km and approximately four hours driving time would be saved which means a trip to and from Winnipeg could easily be made in one day and enough time would be left for shopping or other activities. At present a trip by bus takes about two full days with two overnight stays for a return trip. The savings on fuel would be substantial.

This would affect a population according to West Patricia Land Use Plan, Background Information of nearly 10,000. That includes Ear Falls and several northern settlements which can be reached only by air, but they receive their supplies mainly from Red Lake, This shortened road link would so reduce also their transportation costs.

Besides this a large area of unpoluted lakes north of the English River system could be opened up for tourists especially for those from Winnipeg as an additional outlet to the overcrowded Whiteshell recreation area. Also interprovincial sporting events could be held more frequently due to less traveling time and costs.

To demonstrate the need of this road link the Chamber of Commerce of Red Lake in conjunction with the Chamber of Lac Du Bonnet launched a snowmobile cavalcade to the western border of our province to Manitoba highway 315 to Lac Du Bonnet, through 100 km of untouched wilderness.

Part of the proposed road could be the already existing all weather road (Longlegged Road). Boise Cascade has planned a lumber road from Kenora, Grassy Narrows to the Longlegged road, and if constructed it could be partly used as a highway. This would mean a construction of only 27 km of highway to the existing Werner Lake - highway 315 road.

At the reception in Lac Du Bonnet in honour of the cavalcade the Manitoba Minister of Highways, the Hon. Sam Uskiw, promissed to have the Manitoba portion of the road link paved right to the border.

At present the unconstructed distance from Dixi Lake Road to Longlegged Road is only five km, this would make the new road a total 32 km. In the near future there should be considered an other road link from Red Lake via highway 618 to Longlegged Road, mainly as a second fire escape for the Red Lake people. There is only one way out now, to the South, highway 105. It should be noted that the Sioux Lookout area with about the same number of residents have three road and three railway outlets, to the East, South East and West. The last forest fire in 1980 cost a tremendous amount of taxpayers money for the transportation of the local residents who had to be airlifted both ways. For this amount, I am sure, quite a few miles of a lasting highway link could have been built.

After a careful examination of the Ministry's of Natural Resourses "Proposed Policy and Optional Plans of West Patricia and Kenora Districts" It was found that this proposal does not contravene with the Ministry's view on road building in the area in question. The environment would not be affected any more than any other road construction would do.

It also should be noted that this proposal was made already in 1944 and has been repeated since a few times. We get new lumber and other access roads. There should not be any valid reason that the residents of the Red Lake area should not have direct link to Winnipeg.

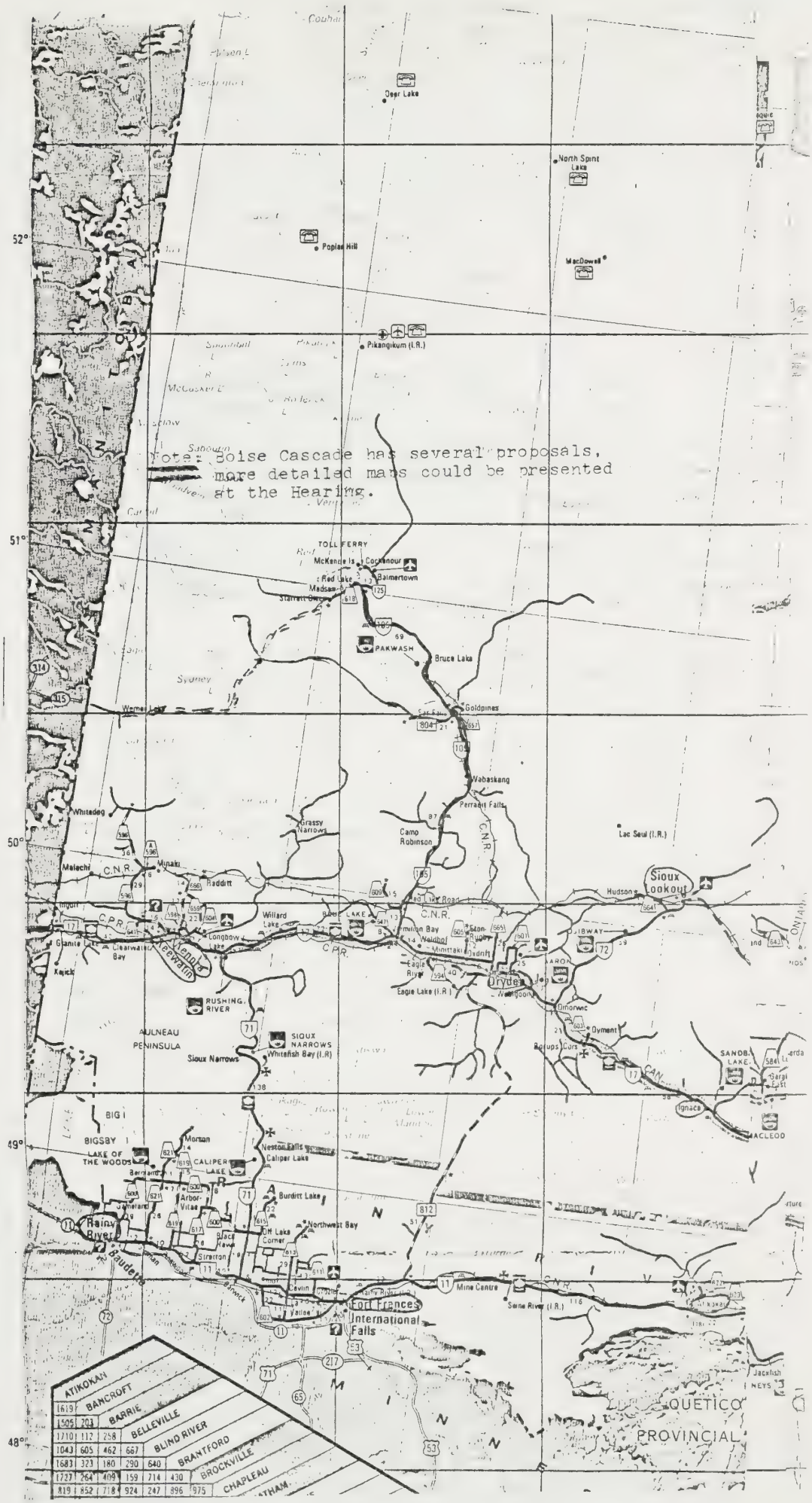
This brief would take about five to ten minutes plus a discussion period.

I enclose a portion of the oficial Ontario road map. The dotted line from highway 618 to Werner Lake indicates the optimal location of the proposed highway. But, as stated before the location of the actual highway will depend on Boise Cascade's lumber road.

Yours very truly

Hans U. Schwarz.

2 of 2


Note: Boise Cascade has several proposals,
more detailed maps could be presented
at the Hearing.
52°
51°
50°
49°
48°
Deer Lake
North Spirit Lake
Poplar Hill
MacDowell
Pikangikum (I.R.)
McCosker L.
TOLL FERRY
McKenzie Is.
Cochenour
Balmertown
Red Lake
Madsen
Starratt-Olsen
PAKWASH
Bruce Lake
Sydney L.
Werner Lake
Goldpines
Wabaskang
Perrault Falls
Whitedog
Grassy Narrows
Camp Robinson
Lac Seul (I.R.)
Malachi
C.N.R.
Wunaki
Raddatt
Ingolf
C.P.R.
Willard Lake
Baber Lake
Hamilton Bay
Waldhof
Minnitaki
Sioux Lookout
Hudson
Granite Bay
Clearwater Bay
Kejick
Longbow Lake
Vermilion Bay
Eagle River
Eagle Lake (I.R.)
Dryden
Wabigoon
Dinorwic
Dyment
RUSHING RIVER
AULNEAU PENINSULA
Sioux Narrows
SIOUX NARROWS
Whitefish Bay (I.R.)
Borups Corners
SANDBAR LAKE
Ignace
MACLEOD
BIGSBY
BIGSBY LAKE OF THE WOODS
Morson
Caliper Lake
Burditt Lake
Arbor-Vitae
Rainy River
Northwest Bay
Black Bay
Stratton
Devlin
Rainy River
Fort Frances
International Falls
Mine Centre
Seine River (I.R.)
Jackfish
QUETICO
PROVINCIAL
ATIKOKAN
BANCROFT
BARRIE
BELLEVILLE
BLIND RIVER
BRANTFORD
BROCKVILLE
CHAPLEAU
1619
1505 203
1710 112 258
1043 605 462 667
1683 323 180 290 640
1727 264 409 159 714 430
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Rec'd Nov. 9/82

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PRESENTATION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

by

GREAT LAKES FOREST PRODUCTS LIMITED
Thunder Bay

at

RED LAKE, Ontario
November 30, 1982

GREAT LAKES FOREST PRODUCTS LIMITED

COMMENTS ON REPORT ON
THE ECONOMIC FUTURE OF THE FOREST PRODUCTS INDUSTRY
IN NORTHERN ONTARIO

The report is a substantial document containing, for the most part, informative data about the industry in Northern Ontario. We do, however, have a difference of opinion on some of the conclusions which are reached by the authors.

EXCHANGE RATE

The change in the exchange rate has certainly improved the competitive position of the industry against the U.S.A. producers but this does not necessarily improve the rate of return on new capital investments to the degree indicated in the report. The exchange rate is an unpredictable element in the fortunes of the Canadian pulp and paper industry and, while the report provides rates of return for a range of exchange rates, the conclusions drawn are based on an exchange rate of 90 cents and lower. The rates of return with the dollar at par certainly are not attractive and, in fact, are generally negative or below the cost of capital.

It is often thought that the exchange differential is a bonanza for the exporting companies. However, when the Canadian dollar drops in value the increased revenue to the Canadian producers is viewed by their U.S. customers as a price increase and has enabled them to resist price

increases by the industry over the past ten to 12 years. This has been effective in retarding newsprint and pulp price increases when the Canadian dollar declines in value. As well, all purchases of equipment and materials from the U.S.A. become correspondingly more expensive.

RETURN ON NEW INVESTMENT

We agree that mills must be rebuilt or modernized in order to remain competitive with the B.C. interior and the southern U.S.A. producers. We believe, however, that the report's conclusion which describes the returns as "well above the cost of capital" is optimistic.

In the case of newsprint, which is the most attractive, the capital cost appears to be understated by at least $50 million. If so, the returns would be reduced by approximately four percent. There also does not appear to be any provision for woodlands capital or for annual replacement capital for the mill. Comparison of the newsprint cost elements with our own indicates that no provision has been made for these expenditures in the unit cost per ton.

Lack of provision of capital for woodlands and mill replacement in the pulp and lumber analysis will inflate their returns as well.

The conclusion, using the term "well above the cost of capital", also indicates that the author is referring to an environment in which the Canadian dollar does not exceed $.90 U.S.

It appears that the treatment of the above items has resulted in a higher rate of return than would really be achieved and has also led to the conclusion that the government assistance programs were not necessary.

WOOD SUPPLIES

Our experience indicates that there is sufficient wood on the existing limits of the pulp and paper companies of Northwestern Ontario to sustain the mills at the present level of production. There is not an excess, however, and if large areas of timber are removed from existing licensed areas for parks, there could indeed be wood shortages created at some mills.

As the existing mills have sufficient wood and the Great Lakes Forest Products option area north of Red Lake is not presently being utilized, we believe that the wood supplies in Northwestern Ontario will support additional forest products facilities.

SUMMARY

Ontario mills will be relying on the exchange rate for profitability for some time but will also be endeavoring to maintain costs at a level which will allow them to remain in business should the exchange rate become less favorable to the industry.

The wood supply in Ontario is one which has caused much controversy in recent years but is not as grave a situation as depicted by many who have written and commented on it. As long as major areas are not taken away for parks, there is still room for additional capacity in pulp and paper in Ontario.

Return on investment for the Ontario pulp and paper industry has never been excessive as it is a very competitive market and subject to severe cyclical demand. It is for this reason that mill modernization was not carried out in a major way until 1979-81. Industry earnings and cash flows were at a level that permitted the companies to do some modernization at that time and the government incentive grants played a major role in encouraging companies to proceed with more extensive modernization projects. These grants were not only necessary but were strategically timed for the peak of the industry earnings cycle which permitted the companies to take advantage of them. It is unlikely that any company would consider a major program under today's financial conditions.

PRESENTATION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

Forests are the major renewable resource of Northwestern Ontario which must be properly managed to obtain maximum economic, aesthetic and recreational benefits for all residents of this area. It is also a resource that must be shared with our fellow citizens in this Province and across the country.

Since the economy is essential to our well-being and to the protection and preservation of our life-styles, we must give prime consideration to the various economic activities that our forests can support including tourism, trapping, mining and the manufacture of forest products.

Our field of expertise is the conversion of wood fiber into various forest products, the largest industry in Northwestern Ontario and therefore the major contributor to our economy. In discussing our industry's contribution to Northwestern Ontario, we must state at the outset that we are fully cognizant of the need to protect the environment, an area in which our company has made significant progress, and to co-operate with others whose livelihoods depend on the forest, as well as those who seek to use the forests for recreation and other pursuits.

In Northwestern Ontario 76 percent of manufacturing jobs are in the forest industry. Consider for a moment the communities that depend principally upon the forest industry such as Fort Frances, Kenora, Hudson, Dryden, Ignace, Nipigon-Red Rock, Long Lac, Geraldton, Terrace Bay, Marathon, etc.

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Eighty thousand residents of Ontario are employed directly by the forest products industry. Across the country one million Canadians or one job in ten depends on the forest products industry which makes the single most important net contribution of export dollars to our economy: $11.4 billion in 1981. In the same year this industry invested $4.2 billion in new capital and repairs in manufacturing plants and equipment.

Forest Management Agreements and Multiple Use

The growing realization that our timber supply could fall short of future requirements if more intensive forest management was not implemented as quickly as possible prompted our industry and the Ontario Government to negotiate a bold new program of Forest Management Agreements (FMA). The program got underway two years ago with two FMA's, one with Abitibi-Price Inc. and one with our company. Since then six more have been signed and, hopefully, by the end of this decade, FMA's will be in place for all areas licensed or allocated for forest production.

Basically, an FMA is a licensing arrangement under which a company accepts the responsibility and is held accountable to the Crown for forest management activities on a designated licensed area. The basic costs of regeneration are paid for by the Government, but in the event of failure, the company must carry out further regeneration at its own expense or face reduction in harvesting levels. Under the agreement, the company is also required to regenerate a minimum of five percent of the backlog of unregenerated land each year and a provision allows up to five percent of the FMA area to be utilized for parkland or other permanent withdrawals if the Government deems

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it necessary. An Ontario Ministry of Natural Resources audit of regeneration performance is required every five years at which time the 20-year term is renewed if the conditions of the agreement are met. The new agreements provide for considerably more intensified regeneration than has been possible in the past thereby providing increased growth on the existing land base which will assure sufficient wood supply for the future to meet the projected increase in demand for forest products. This is essential if we are to remain competitive and maintain our position of leadership in world markets.

Under FMA's, harvesting programs continue to be closely monitored by the Ministry as they are under existing agreements. Cutting plans are worked out between the OMNR and the companies on a five-year basis with projections for 20 years. Environmental protection and conservation of resources continue to be stressed with increasing emphasis on management of timber reserves along canoe routes as designated by the OMNR for aesthetic purposes. Where possible, main roads are located away from water bodies. Tertiary roads, subsequent to use for regeneration treatments and with the permission of the OMNR, are often rendered impassable to avoid creating unauthorized water access. Significant historical and archaeological sites identified by OMNR are protected according to government guidelines. Government documented sensitive fish and wildlife areas are managed according to OMNR guidelines. For example, eagle or osprey nesting sites are protected by reserves and critical caribou habitat receive special management. Where necessary, harvesting is modified to protect areas with shallow soils.

As well as being the economic mainstay for our Province, forests provide

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a haven for recreationalists, nature lovers and all those who enjoy natural beauty and solitude. We in the industry have a deep appreciation of these human values and for years the Ontario forest products industry has advocated a policy of multiple use. As we have already stated, we believe there is room for all forest users to share in the benefits of the forest. However, we must be guided by the life cycle of the forest and manage this resource accordingly. Since it takes 70 to 100 years for most tree species to mature in Northwestern Ontario, there is plenty of time for everyone to enjoy the recreational and aesthetic benefits of the growing forest. Trees, however, like any living organism, grow to maturity then eventually die. Under good management, a forest should be harvested when it reaches maturity before it becomes overaged and subject to disease and fire. Then every effort should be undertaken to assist nature in the regeneration process, wherever it may be necessary, in order that healthy new growth will take place. Proper forest management will ensure plentiful forests for the future.

Land Use Planning

Many park advocates do not accept this multiple use concept and instead propose extensive park areas. While we agree that parks provide important benefits to the people of Ontario, we are opposed to huge areas of virgin forest land being set aside as wilderness parks. This trend becomes even more alarming when the implementation of such proposed parks, in addition to reserves and other forest land withdrawals, seriously threaten our wood supply which could cause a significant annual curtailment of our industrial operations resulting in widespread unemployment. This is the nature of the

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conflict that has received wide publicity in the news media recently and it is really the only serious conflict the industry has with other forest user groups.

A recent analysis by our company concluded that 17 percent of the forest land in an annual harvesting area was not cut as a result of reserves, adverse terrain, unmerchantable trees and other considerations. In addition, 13 percent of the forest land was non-productive and could not be harvested but supported trees and other vegetation which contributed to wildlife habitat and aesthetic enjoyment. Thus, under the current system of forest management, as much as 30 percent of the forest land is left uncut.

The OMNR is preparing to create more parkland. Currently, 1,480 square miles or 20 percent of the production forest north of 50° latitude on Great Lakes Forest Products limits have been designated candidate parklands. These areas contain timber that the company requires and, in one case, the road was already built when a park proposal was placed in its path.

Another concern of the future development of the forest industry north of the 50th Parallel is forest fire protection. Although the areas of intensive protection have been extended to well north of the 50th, the Ministry's fire suppression capabilities for the area can be improved.

Therefore, timber losses to reserves, operating constraints, proposed parks and fires combine to reduce the fibre available to sustain the forest industry.

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All these concerns are being addressed by strategic land use planning. However, we have several criticisms of this planning process:

(1) The land use plans have not realistically assessed the wood supply and demand in the Northwestern Ontario planning region.

(2) There have been no socio-economic studies presented to detail the impact of the land use plan options.

(3) The value of the forest industry to the Province of Ontario was not adequately portrayed in open houses or publications.

(4) The solutions offered to offset withdrawals are generally long-term and untried--they cannot form the basis of long-term predictions.

Analysis of the latest, most detailed OMNR district land use plans released in June showed a 27 percent shortfall in timber supply to mills due to the withdrawals of productive forest land from timber harvesting for parks, shoreline reserves, environmental protection areas and other considerations. This analysis by the consultants excluded wood from the 19,000-square-mile 'Reed tract' located north and east of Red Lake which is outside the economic transportation distances of the mills that will be affected by the timber shortages. Such a shortfall will lead to a curtailment of forest products operations resulting in permanent loss of jobs in woods and mill operations.

Environmental Protection

Despite our concerns of timber shortages we have not lost sight of the importance of protecting the environment. We believe in and practice environmental conservation. It is our view that some of the ecosystems north of the 50th Parallel are more fragile while others are very similar to areas that are currently being harvested and regenerated. It is interesting to note that the length of growing season, annual average temperatures and precipitation for both Dryden and Red Lake are very similar.

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There is enough legislation in effect today to protect the environment. These include the Crown Timber Act, the Environmental Protection Act and the Navigable Waters Protection Act. In addition, forest management is undergoing a class assessment under the Environmental Assessment Act with the OMNR as the proponent. We are hopeful that this process will result in guidelines for environmental protection rather than a cumbersome system of project appraisals. With the trend to FMA's, Ministry staff will be relieved of the operational problems of regeneration and can devote their time to developing more comprehensive environmental inventories and management guidelines to be used in the present system of management, operating and annual plans required by the Crown Timber Act.

Administration of the forest areas, we believe, should be carried out by one Government ministry. This will allow individuals and companies to negotiate with and obtain information, licences, etc. from one source where the interests of all Government ministries can be centralized. We recommend that the present administrator, OMNR, manage the forests with input as required from the Ministry of the Environment, the Ministry of Tourism and Recreation and others.

Economic Future of Forest Products Industry

The Royal Commission's Report on the Economic Future of the Forest Products Industry in Northern Ontario makes very clear that pulp and paper mills in Northern Ontario are at an economic disadvantage when compared with their main competitors in interior British Columbia and southern U.S.A. The report also states that Ontario mills must modernize to increase productivity and improve their competitive position.

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We agree with these conclusions. Forest industry mills must become more competitive by modernizing or replacing old mills with new ones and building such mills in the most effective locations where the maximum economic advantages can be realized. Proximity to the fibre resource and the market-place is of prime importance in offsetting the cost advantages enjoyed by our competitors. New mills must be of economic size and located so that economy of scale and integration of mill operations and services can be maximized.

Only if all the above criteria are included in the decision-making process can the industry remain competitive and the permanency of its economic base be assured.

When allocating resources, preference should be given to companies who propose to maximize secondary processing of the resources. This contributes "added value" to the manufactured products and creates more local jobs. Secondary processing includes the manufacture of such products as fine paper, newsprint and stud lumber, all of which are produced by our company.

The most economically practical location for new mills in Northern Ontario is in such established centres as Thunder Bay, Dryden, Kenora, Fort Frances, etc. This strategy offers several advantages. These communities have built-in infrastructure such as hydro, gas, water, sewer, roads and rail services, compared with a completely new location, a greenfield location, where the cost of bringing in such services would be an added burden making capital costs prohibitive. Locating in major centres also allows for social

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services such as schools, hospitals, law enforcement and other social amenities to be provided which would be outside the scope or far too costly for a smaller community.

The population growth provided to the areas by a new mill will encourage other allied or service companies to locate there. This reduces the reliance of the community on one major industry.

Smaller communities also benefit from employment opportunities and the establishment of ancillary facilities such as garages or supply services for woodlands operations.

The Importance of Local People

While the finest resources, the most up-to-date facilities and economically desirable location are essential in establishing a successful enterprise, people are our most important asset. It is the people carrying out their day-to-day functions who are responsible for keeping the operations running smoothly. Our policy is to hire as many local and regional citizens as possible and we also prefer to deal with local entrepreneurs who can provide a competitive service.

It is important that native people in the northern areas share in the development of the resources which can be accomplished either by direct employment with the company or by establishing their own contracting operations. Training programs are available with government assistance to which our company can also provide technical assistance. Over the years we have had contractual

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arrangements to purchase wood from many suppliers including Kiashke River Native Development Inc. in the Gull Bay area, who have carried on a wood harvesting operation for some time on land provided by our company in co-operation with OMNR. This company has a thorough appreciation of the competitive nature of the forest industry and has successfully maintained contractual arrangements on an economically sound basis. Forestry work such as tree planting and cone picking also provide job opportunities for native people. All these economic activities can strengthen their economic base to help support their own life-style.

Summary

In summary, our recommendations are:

- The Northern Environment must be protected under a system of multiple use management and administered under Forest Management Agreements.
- Maximum economic use must be made of our forests.
- Mills must modernize to meet the growing competitive challenge.
- The Ontario Ministry of Natural Resources should be responsible for both protection and administration of the forest environment.
- Employment for residents of Northwestern Ontario must be maximized.
- Opportunities must be provided for native people to increase economic self-sufficiency by participating in resource development.

We believe that the orderly development of the forest products industry in this area causing the least environmental impact and following a more intensified resource management program will provide far-reaching economic and social benefits for the people of Northwestern Ontario, our communities and ultimately, our Province.

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Native Resource Management

West Patricia Land Use Plan

A METIS PERSPECTIVE

Prepared by
Wil Hedican
Ontario Metis Association

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OVERVIEW OF RESOURCE MANAGEMENT

Native people have inhabited Northern Ontario for a minimum of 7,000 years. (1) Until recent times (mid 1850's) they successfully managed the available resources in a fashion which insured both their own survival and the continuation of the eco-system. Specifically, Native people were most active in mineral and food production.

Some four thousand years ago, people mined and utilized local copper (2) in all probability the first such production in the world. Agriculture as we know it, had been at the time well established in the Americas. In the south, corn an indigenous grain had been conscientiously bred into a productive strain some 6,000 years ago. (3) Wild rice, another indigenous grain had been treated in a similar fashion in the north. Euro-American archeology is continuously documenting these processes. New knowledge is developing illustrating a vast system of localized resource development, extending itself into a complex commercial network encompassing the continent thousands of years prior to European contact. In the early 16th century, this network expanded to include Europe.

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(1) K. C. Dawson, "Cummings Site", Lakehead University, unpublished.

(2) Dr. E. J. Hedican, "Anthropological Journal of Canada", 1982.

(3) M. Podlog, "Provincial Laws and Policies", Ontario Metis Association, unpublished, 1980.

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By the 18th century, new technologies had been developed. Mineral and agricultural production had increased to a degree that surplus production easily filled the growing needs of the new settlers. Markets for those products produced by native people also expanded to fill many of Europe's needs.

Throughout this entire time period there was a shift in resource control from Native to non-Native. The commercial viability of resource development was well recognized and the process of legislating resource control out of the hands of Native people earnestly began in 1711.

1850 marked the turning point whereby Europeans had successfully gained control of the commercial aspects of resource development, either through legislation or intimidation. It also marked the beginning of the first major crisis associated with the supply of natural resources in the north. Supplies of food and furs had dwindled to the degree that European settlements were in fact facing starvation. In recognition of the quality of resource control, the commercial factions began to institute policies in alignment with Native methodologies. Companies such as the Hudson's Bay Company (H.B.C.) banned the sale of metal traps. This promoted the increase in fur production by forcing the trappers to utilize the more selective traditionally Indian harvesting techniques. This reliance on Native systems continued in many areas until Euro-Canadian's technology developed to a degree that Native workers were no longer essential to the economy. The technological advances did not ensure a more effective system of resource management. Once the Native workers were displaced from the system, so was the perspective of keeping our resources renewable.

"The Ministry of Natural Resources had involved in land use planning for over 25 years. " (4) The inaccuracy of this statement reflects the limited time perspective of the Ministry. In actuality land use legislation relating to this area began in 1938. (5) The history of the subsequent legislation clearly establishes the conscientious exclusion of the Native perspective. A quick review of the resultant acts illustrates the enactment of laws designed to remove any Native control over the resources upon which the economy of the north as well as the entire country was dependent.

It would be expected that the government would learn from its mistakes. The economic hardships currently faced by northern residents are well documented. Regrettably the M.N.R. is continuing to manage the resources under its jurisdiction placing the industrial control of the north as a priority above the needs of its residents. The objective of their resource program is "to provide an optimum continuous contribution to the economy of Ontario by stimulating and regulating the utilization of available supplies of fish, furbearers, minerals and trees by the resource products industry." The colonialist attitude that is continually expressed . The attitude that our resources are best managed by the people outside of the district, is not new. We of the north have lived with it for generations.

What then of the alternatives? Would it be feasible for northern residents to develop a land use plan which reflects resource management for the betterment of all Canadians? From the view of the Ministry, it would seem not. We, however, believe the Indian and Metis can.

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(4) West Patrician Land Use Plan, Ministry of Natural Resources, 1982.

(5) Appendix, page 2.

We've all heard of the rape of the north; unfortunately it is a reality. If the estimated 20,000 square miles of timber is cut we can expect a regrowth of 1,200 square miles. This follows the current (northern) regrowth rate of 6% in northern climates. This fits well with the longer range plans of utilizing the north as an immense water and power alliance of the 60's. At least the lake bottom won't be cluttered with too much debris. Yet as a people we don't want the north developed in this fashion. We have no problems about harvesting our resources. What we do want is that these resources are harvested as renewable. To accomplish this our input is required. The resources remaining in this region are a testiment to our management skills. The depleted resources of the south, are a prime example of the management practices of the Ministry.

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WEST PATRICIA LAND USE PLAN

The West Patrica Land Use Plan (WPLUP) public participation program began late in 1978, yet despite the Ministry of Natural Resource's efforts the public at large has never responded to any great degree. Public response was solicited in the summer of 1981, open houses were held in the four major population centres in the southern part of the region. A total of 202 (6) people attended the meetings, less than one percent of the population.

The process of public participation ideally involved input from the majority of affected residents. The population of the WPLUP zone is estimated at 20,581 (7), of these 8,176 (8) reside in the major urban areas of Sioux Lookout, Ear Falls, and Red Lake. The majority of the population (12,400), resides in the non-urban areas, those Native communities scattered throughout the north. It would be expected that the majority of the public input would arise from these settlements.

Unfortunately it hasn't. The M.N.R. has made an effort to solicit response from Native people or at least to pass information on to the Native community. These efforts have centred around the common media outlets, radio, newspapers, and bulk mail distribution. They are not the media utilized to transfer information in the decision making process's of Native culture, and are thus largely ineffectual. When directly approached as individuals, or as representatives of groups, we have expressed our concerns relating to resource mismanagement. We've

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(6) West Patricia Land Use Plan, Proposed Policy and Optical Land Use Plans, Ministry of Natural Resources, June, 1981.

(7) IBID

(8) Municipal Directory, Ministry of Municipal Affairs and Housing, 1982.

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clearly stated that it is inadvisable to determine a strategic land use plan prior to defining constitutional matters.

Such an approach is the most rational and logical. Regretably, the Ministry continues to insist on defining resource management and allocation prior to the settlement of the basic question as to who has the jurisdiction over such definitions.

The M.N.R. acts as though it can define the subsections of a law, prior to the law (the Constitution) itself coming into existence.

This practice is simply a continuation of the legislation forced upon us since the original influx of settlers. As in the past we are told that if we don't participate in a manner according to a timetable established by the government, then we will not have an avenue of input. The results now, as in the past are the same. A segment of the Native community begins to offer comments utilizing a minimum number of resources in a minimal time frame. In desperation we respond feeling that if we don't make a minor contribution we will not be able to have any input. Unfortunately we are caught in a Catch 22. Our input is minimal and after the fact; the final WPLUP submission is before the Minister now. For all practical purposes the Ministry will claim to have sought Native input and received it. Such of course is not the case.

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SUMMARY

The aboriginal rights of the Metis people are and have been before the courts of the nation since the influx of European settlers. The viability of these claims has never been questioned. They have, however, been circumnavigated through an endless list of policies and practices instituted by various levels of government and industry.

The legal policies and programs limiting our usage of the north have been on the books for some two hundred years. For us in the north, they have become a system of repression. Each time it is that Native people are sitting on land holdings with potentially profitable resources, plans are developed and laws enacted to destroy our control of the resources. Suddenly we are told that the products which we've harvested and nurtered for thousands of years become a valuable heritage to be developed for the betterment of all Canadians.

Solutions to national, regional and community concerns have continuously been imposed upon our people. The West Patricia Land Use Plan is but one more vehicle by which 'solutions' to problems associated with resource development are 'found' and imposed on the lives of the Metis and Indian people.

It is time to stop the misconception that it is up to someone else to define our livelihood, it is not. This land is our front yard and has been under our domain since time immemorial. We are expected to adapt, give up what we have, pick up a royalty cheque and move off to the assembly lines. Sorry but it hasn't happened yet and for us it is not desirable. The land is essential to all aspects of our lives, social, political, spiritual, cultural and economical. To deny us control of our land is to deny us control of our lives.

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The M.N.R.'s public participation timetable of events clearly lists their efforts to inform the Native community as to the development of the plan. Reactions from the Native community have been mixed. We are however, clear in our desire to participate in some form of a planning process. However, most groups feel that until the constitutional issues concerning jurisdiction over lands and resources are settled, it would be premature to finalize the development of strategic land use plans.

We the Metis and Indian people are currently in the process of defining our constitutional rights. Those rights in part, centre around resource management and allocation. To determine resource development prior to constitutional definition, is a breach of our right to self determination.

The public Participation Program of the Ministry's West Patricia Land Use Plan is a sham. No viable means of interacting with the Native community was utilized. As a result we must call for a halt to further development and implementation of the plan until Native imput is received and utilized.

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RECOMMENDATIONS

In order to preserve our aboriginal rights as well as incorporating an intelligent plan of northern development, we propose the following recommendations be adhered to immediately.

Royal Commission on Northern Environment

The Commission's mandate is to expire in 1983, yet it is the only vehicle established by which our concerns may be expressed, as a result it should continue. A degree of restructuring is required so that its operational techniques reflect those of the Native community.

Western Land Use Plan

As the plan exists it reflects only the developmental policies of the M.N.R. and does not incorporate local concerns. As well, the data accumulated by the M.N.R. is highly suspect. As a result we require that the plan be withdrawn.

A public participation program which reflects the needs of the Native community should be immediately instituted.

Resource Management

Whether regional or local, all development should be controlled by a committee composed of affected residents.

On the regional level a committee composed of Native and non Native people should be immediately established on a representation by population basis. A second committee as its representative should be struck to include the M.N.R.

Each community should define the land base required for its continuation, and control development within that sphere of influence.

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Current Development

As an initial step towards defining regional development, we view the implementation of the following recommendations are essential.

Buffer Zones

All water ways to have a buffer zone of a minimum of one mile. Current usage of these zones may continue, but all future development must not occur without regional consensus.

Roads

Those roads required for community development should be constructed immediately (ie. Allenwater). All such roads to have controlled access. Such access to be defined by affected residents.

Parks

Parks as defined within the plan are seriously detrimental to the continuation of our culture. If such parks are to be created, their usage for other purposes should be included according to current and traditional practices.

Wildlife Management

All regulations regarding wildlife harvesting which do not reflect the current and traditional practices of Native people are to be abolished.

Wild Rice Harvesting

The current moratorium on issuing new licenses should continue until the needs of the Native community are met.

Waste Disposal Sites

No sites are to be created without the consent of residents, whether they be for nuclear waste or residential garbage.

APPENDIX

PARTIAL LISTING OF LEGISLATION RELEVANT TO THE PROVINCE OF ONTARIO, WITH NOTATIONS

Meish M. Podlog

Prepared for Ontario Metis Association

April 1980

TITLE OF ACT	DATE OF ASSENT / PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
COLONIAL LAWS TO 1784		
An Act for the Preservation of White and other Pine Trees Growing in Her Majesty's Colonies... for the masting of Her Majesty's Royal Navy	1711	A 1721 Amendment of this Act extended its application to Nova Scotia in preventing cutting pine without a license from the Crown.
Royal Proclamation	12 April,1763	
Quebec Act, 14 Geo.III,c.83	1774	Sect.1 - Establishing the western border of Province of Quebec via "His Majesty's Pleasure." 1st legal document pertaining to western Ontario border in later arbitration disputes.
An Ordinance to prevent the selling of strong liquors to the Indians in the Provinceof Quebec, and also to deter persons from buying their Arms or Clothing, and for other purposes relative to the trade and intercourse with the said Indians, 17 Geo.III,c.7	1777	Repealed by 3,4 Vict.,c.44.

TITLE OF ACT	DATE OF ASSENT / PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
LAWS OF UPPER CANADA, 1791-1839		
The Constitutional Act, 31 Geo.III,c.31(Imp.)	1791	Province of Quebec divided into Upper and Lower Canada.
Jurisdiction of Canadian Courts in Indian Territories, 1,2 Geo.IV,c.66	1821	Sections 6 & 7 apply to Ontario Indian lands.
An Act to provide for the disposal of Public lands in this Province and for other purposes therein mentioned, 7 Wm.IV,c.118.	17 May,1838	Public lands were those placed under the control of the Commissioner of Crown Lands for sale for public purposes, and were comprised of Crown lands, Clergy Reserves, School lands, but not surrendered Indian lands.
An Act for the protection of the Lands of the Crown in this Province, from trespass and injury, 2 Vict.,c.15	11 May,1839	Focus on unlawful occupation of Indian lands, removal of timber and quarrying on Indian lands.

TITLE OF ACT	DATE OF ASSENT / PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
LAWS OF THE PROVINCE OF CANADA		
An Act to Reunite the Provinces of Upper and Lower Canada, and for the Government of Canada, 3,4 Vict.,c.35	23 July, 1840	Foundation of Province of Canada - rules, powers, procedures and mechanics of new structure. Beneficial interest of Crown lands in Prov. of Canada, including lands reserved fot Indians, transferred to Province.
An Ordinance to repeal certain parts of an Ordinance therein-mentioned and to amend certain other parts of the said Ordinance, and to provide for the further protection of the Indians in this Province, 3,4 Vict.,c.44	1840	Enabled Province to order any resident to remove himself from Indian villages of Province.
An Act for the Disposal of Public Lands, 4,5,Vict.,c.100	1841	Distinction defined between public lands and Indian lands.
An Act to prohibit the hunting and killing of Deer and other Game within this Province, at certain seasons of the year, 7Vict.,c.12	9 Dec.,1843	Indians exempted from this Act, for their own consumption only.
An Act for the better preservation of certain species of Fish, in the Rivers and Waters of the Counties therein mentioned, 7 Vict.,c.13	9 Dec.,1843	Applied to Lower Canada; no netting of trout or salmon Aug to Dec., applying to Indians as well.
An Act for granting a Civil List to Her Majesty, 10 Vict.,c.114	16 Aug., 1847	In return for expenses created from creation of Civil List, beneficial interest in hereditary revenues from Royal mines and minerals passed to Canada, while title was maintained by Crown.

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
An Act to raise an income of one hundred thousand pounds out of the Public Lands of Canada for Common School Education, 12 Vict.,c.200	27 May, 1850	Public land sales to generate a Public Fund, called the Common School Fund, clearly exempting surrendered Indian lands.
Crown Timber Act, 12 Vict.,c.30	1849	
An Act for the better protection of the Lands and Property of the Indians in Lower Canada, 13,14 Vict.,c.42	10 Aug.,1850	Consideration of who is Indian, based on decendency, intermarriage and adoption. Assesses property rights, occupation and specifically includes mixed-bloods as Indians(see Sect.V).
An Act for the Protection of the Indians in Upper Canada from imposition, and the property occupied or enjoyed by them, from trespass and injury, 13,14 Vict.,c.74	10 Aug., 1850	Crown's consent necessary for lands purchased from Indians. No taxes or assessments on persons intermarried with Indians and living on unceded Indian land.
An Act to repeal in part and to amend an Act, intituled, An Act for the better protection of the lands and property of the Indians of Lower Canada, 14,15 Vict.,c.59	30 Aug., 1851	Substituted conditions for repealed sections specified residence on Indian lands allowed for those persons belonging to the tribe of the area, non-Indians whose parent(s) were Indian or belonging to that tribe, or their descendents, or, all women lawfully married into the above categories. Mixed-bloods legitimately recognized. (Sec.II).
An Act to remove doubts as to the lands and casual revenues by the Crown in the Colonies and Foreign possessions of Her Majesty, 15 & 16 Vict.,c.39	1852	Did not give the Province of Canada any property in "Lands Reserved for Indians."

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
An Act to amend the law for the sale and settlement of the "Public Lands", 16 Vict.,c.159	1853	Clear distinctions made between provincial "Public Lands" and "Indian Lands".
An Act to encourage the gradual civilization of the Indian tribes in this Province, and to amend the laws respecting Indians, 20 Vict.,c.26	10 June, 1857	Indians and mixed-bloods on unsurrendered lands or reserves have their lands protected from trespass and injury, as per 13,14 Vict.,c.74. Creation of enfranchisement system and concept of Non-Status Indians, towards"the gradual removal of all legal distinctions between them and Her Majesty's other Canadian Subjects," (Sec. 7), and elimination of number of 'Indians' legally entitled to benefits.
An Act respecting the territorial division of Upper Canada, 22,23 Vict.,c.26	1859	Division of Upper Canada into Counties and Townships.
An Act respecting the Administration of Justice in the Unorgahized Tracts, C.S.U.C., 22 Vict.,c.128	1859	Sects. 104 & 105 - concern inciting Indians and Halfbreeds against Province is a felony, with prison sentence of 2 to 5 years.
An Act respecting the Sale and Management of the Public Lands, 23 Vict.,c.2	23 April, 1860	Sect. 13 - concerns free land grants. Repealed by 1868 Act to Secure Free Grants and Homesteads to actual Settlers on the Public Lands.

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
An Act to amend the ninth chapter of the Consolidated Statutes of Canada, intituled: "An Act respecting Civilization and Enfranchisement of certain Indians." 23 Vict.,c.38	19 May, 1860	Concerns sale, barter, exchange, gifts and intoxicants to Indians.
An Act respecting the management of the Indian Lands and Property, 23 Vict.,c.151	13 Oct., 1860	Consolidates Indian legislation.Complete control over Indians assigned to Province of Canada by Crown. Indian lands continue to be held "in trust", trust fund to be used to support "administrative " costs expended by Department, and Commissioner of Crown Lands become Chief Superintendent-General, Indian Affairs.
An Act to amend the laws in force respecting the Sale of Intoxicating Liquors and the issue of Licenses of abuses resulting from such sale, 27,28 Vict.,c.18	30 June, 1864	
An Act respecting Gold Mines, 27,28 Vict.,c.9	30 June, 1864	
An Act to prevent Trespass to Public and Indian Lands, 29,30 Vict.,c.81	1866	
An Act to confirm the Title to Lands held in trust for certain of the Indian residents in this Province, 29,30 Vict.,c.20	15 Aug., 1866	Transfer and conveyance of Indian lands given very liberal terms to facilitate settlement. Trusts conveued to Crown of women married to Indians prior to Ac
An Act to amend the Act intituled: "An Act respecting Administration of Justice in the Unorganized Tracts", 29,30 Vict.,c.48	15 Aug., 1866	Pertains to authority of Registrar of Deeds or conveyance in any part of the Judicial District laid out and surveyed by Crown.

TITLE OF ACT	DATE OF ASSENT / PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
POST-CONFEDERATION ONTARIO and DOMINION LAWS		
The British North America Act, 30,31 Vict.,c.3	1 July, 1867	Sect. 91(24)- Indians and Indian lands to be exclusive preserve of Dominion for all legislative authority.
An Act to secure Free Grants and Homesteads to actual Settlers on the Public Lands, 31 Vict., c.8 (Ont.)	28 Feb., 1868	Sect. 4 - Appropriation of public lands made possible if considered suitable for settlement or cultivation, and their subsequent free granting to actual settlers. Excludes mineral lands and pine timber lands. Rainy R. free grants differ in size from rest of Ontario.
Gold and Silver Mining Act, 31 Vict.,c.10 (Ont.)	1868	Institution of royalty scheme on mined gold and silver ores in Ontario.
An Act providing for the organization of the Department of the Secretary of State of Canada, and for the management of Indian and Ordinance Lands, 31 Vict.,c.42 (Can.)	22 May, 1868	Clause 15 - "All persons residing among Those Indians of whom their Parents, from either side, were Descended from Indians, or Reputed Indians, belonging to the Nation, Tribe, or particular People of Indians, interested in real Estate or their descendents," were considered Indians.
Rupert's Land Act, 31,32 Vict.,c.105 (Can.)	1868	
General Mining Act, 32 Vict.,c.34 (Ont.)	1869	Revoking 31 Vict.,c.10 which resulted in elimination of Crown reservations of mines and minerals, and eliminated the royalty scheme as well as taxes and duties on mining in Ontario.

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
An Act for the Temporary Government of Rupert's Land and the North-Western Territory when United with Canada, 32,33 Vict.,c.3 (Can.)	22 June, 1869	
An Act for the gradual enfranchisement of Indians, the better management of Indian affairs, and to extend the provisions of the Act 31 Vict.,c.42, 32,33 Vict.,c.6 (Can.)	22 June, 1869	Land transfers to family derives from blood lines and residency. Elections and duties of Chiefs delineated - imposition of elective system to subvert the hereditary system.
An Act to amend and continue the Act 32 and 33 Victoria, chapter 3; and to establish and provide for the Government of the Province of Manitoba, 33 Vict.,c.3 (Can.)	12 May, 1870	Sect. 31 - extinguishment of Indian title and appropriation of 1,400,000 A. for half-breed residents, dividing land amongst only the children of heads of half-breed families residing in the Province at transfer.
Dominion Lands Act, 35 Vict.,c.23 (Can.)	14 April, 1872	Sects. 42 & 105- Governor -in-Council can, subject to those pre-existing Indian and Halfbreed rights, withdraw from operation of the Act lands reserved for Indians, or, lands required to satisfy Halfbreed claims.
An Act to provide for the establishment of"The Department of the Interior", 36 Vict.,c.4 (Can.)	3 May, 1873	Assuming control of Indian Affairs administration from Dept. of Secretary of State (1867-1873).
The Half Breed Lands Act,		Administration and management of land grants to Half-

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
The Half Breed Land Grant Protection Act, 37 Vict.,c.44 (Manit.)	1873	Concerns curtailment of scrip.
An Act to amend certain laws respecting Indians, and to extend certain Laws relative to matters connected with Indians to the Province of British Columbia and Manitoba, 37 Vict.,c.21 (Can.)	1874	Reversal of exclusion of lands of Halfbreed families in order to extinguish Halfbreeds' Indian Title and entitle head of family to scrip.
An Act respecting the Northerly and Westerly Boundaries of the Province of Ontario, 38 Vict.,c.6 (Can.)	21 Dec., 1874	Arbitrators appointed to define N. and W. boundaries.
An Act to amend and consolidate the Laws respecting the North-West Territories, 38 Vict.,c.49 (Can.)	8 April, 1875	Sect. 27 - re inheritance of halfblood estates on same basis as wholeblood people except when "inheritance came to the intestate by descent, devise or gift of some one of his ahcestors".
An Act to amend and consolidate the laws respecting Indians, 39 Vict.,c.18 (Can.)	12 April, 1876	First Indian Act stipulating that only halfbreeds who signed treaty would be considered as Indians - attempt at statutory exclusion. "Irregular Bands" created as distinct class of Indians who had not signed a treaty and not on reserve supported by Federally managed funds. "Special Reserves" thus set apart for "Irregular Bands".
Dominion Lands - Consolidated Act &c, 42 Vict.,c.17 (Can.)	15 May, 1879	Halfbreed claims, lands and entitlement in Manitoba and NWT. Metis considered as "constitutional Indians" by extinguishment of their title.

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
An Act to amend "The Indian Act, 1876", 42 Vict.,c.34 (Can.)	15 May, 1879	Sect.3(e) - allows halfbreeds to withdraw from treaty and refund their annuity monies or reduction in scrip quantity, as measure to exclude ahalfbreeds from future Indian treaties.
An Act to amend and consolidate the laws respecting the Indians 43 Vict.,c.28 (Can.)	1880	Indian Affairs Dept. created as separate entity and remains so until 1936
An Act to further amend the Indian Act, 1880, 45 Vict.,c.30 (Can.)	1882	
Dominion Lands Act, 46 Vict.,c.17 (Can.)	1883	
An Act to further amend "The Indian Act,1880", 47 Vict.,c.27 (Can.)	19 April, 1884	Federal attempt to further reduce halfbreed numbers on pay lists. Permitted withdrawal from treaty without returning annuity payments received to date.
An Act for confirming certain priviledges on the more advanced Bands of the Indians of Canada, with the view of training them for the exercise of municipal powers, 47 Vict.,c.28 (Can.)	19 April, 1884	
An Act to Regulate the Fisheries of this Province, 48 Vict.,c.9 (Ont.)	1885	Contains many provisions objectionable to Dominion because they supposedly exceeded Ontario's mandate.
An Act respecting Free Grants and		

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR PASSAGE
An Act Respecting Indians, R.S.C., c.43 (Can.)	1886	Specifies that Indian resources, whose title is held in the Crown, includes all trees, woods, timber, soil, stone, minerals, metals and other valuables thereon or therein.
Regulations for the disposal of Indian Lands containing Minerals other than coal, R.S.C., 41 Sec. of C.43, (Can.)	1 Oct., 1887	Concerns quartz mining, surrenders required from Indians, placer mining, etc., on lands containing minerals, petroeum or metals. New Regs. followed on Sept. 11, 1888.
An Act respecting the Expropriation of Lands, R.S.C., 52 Vict.,c.13 (Can.)	1888	
Amendment to the Act for the Protection of Game and Fur bearing Animals, (Ont.)	1888	
The Canada (Ontario Boundary) Act, 52,53 Vict.,c.28 (Can.)	12 Aug.,1889	
An Act for the settlement of certain questions between the Governments of Canada and Ontario respecting Indian Lands, 54,55 Vict.,c.5, (Can.) and 54 Vict.,c.2 (Ont.)	10 July, 1891	Product of Ontario-Dominion 1874 Agreement. Restrictions on hunting, fishing and trapping rights where conflicts with mining, lumbering or settlement policy arise. Ontario's concurrence for future Indians reserves necessary on unsurrendered Crown lands. Joint Commission to be established if disagreement arises about lands selected. Headland Principle reaffirms original principles outlined in 1874 Agreement.
An Act for the Protection of the		Potential conflicts of some sections as infringements on exclusive Federal rights to legislate respecting

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
An Act to amend the Act for the Protection of Game and Fur-bearing Animals, 55 Vict.,c.58 (Ont.)	14 April, 1892	Sect.4, s.s.(1)(c) - issuers of resident trapping licenses and permits appointed with powers to regulate quotas on fur-bearing animals. Sect.12 - Game laws inapplicable to Indians and settlers in unorganized territories.
An Act to amend and consolidate the Laws for the Protection of Game and Fur-bearing Animals, 56 Vict.,c.49 (Ont.)	1893	
An Act respecting Water Powers, 61 Vict.,c.8 (Ont.)	17 Jan., 1898	Commissioner of Crown Lands can reserve for sale water power and land, terms and conditions under which sales, leases or development takes place.
An Act respecting manufacture of Pine cut on the Crown Domain, 61 Vict., c.9 (Ont.)	17 Jan., 1898	Delineates specific timber regulations and relationship to Provincial lands.
An Act to further amend the Dominion Lands Act, 62,63 Vict.,c.16 (Can.)	11 Aug., 1899	Sect.4 - "Clause 90 of the said Act is hereby amended by striking out paragraph (f) thereof, and by substituting the following paragraphs therefor: - '(f) grant lands in satisfaction of claims of half-breeds arising out of the extinguishment of the Indian title; (f 2) upon extinguishment of Indian title in any territory or tract of land..."
An Act respecting the Fisheries of Ontario, 63 Vict.,c.50(Ont.)	30 April,1900	

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS; FOCUS OR RELEVANCE
An Act to amend and consolidate the Ontario Game Protection Act, 63 Vict.,c.49 (Ont.)	30 April, 1900	See Sect. 32(1).
An Act respecting the Town of Rat Portage, 2 Edw.VII, c.62 (Ont.)	17 Mar., 1902	Relates to regional development of hydro power.
An Act respecting Fisheries and Fishing, R.S.C. c.45 (Can.)	1906	Establishes conditions, methods and regulatory systems in Provinces and along coastal areas.
An Act respecting the Protection of Navigable Waters, R.S.C. c.115	1906	
Ontario Game and Fisheries Act, 7 Edw.VII, c.49 (Ont.)	20 April, 1907	Relationship of Act to 2 court challeges re: Indians' applicability to law - Rex v. George T.S.Train, (24 Feb.,1910) and Rex v. R.C.Wilson, (21 June, 1910) both of which were appealed to Ont. Court of Appeals.
An Act respecting Damage to Lands by Flooding in the New Districts, 9 Edw.VII, c.53 (Ont.)	13 April, 1909	Relates to compensation conditions and awards in flooded lands, especially significant to hydro-reserve interface.
The Manitoba Boundary Extension Act, 2 Geo.V, c.32	1 April, 1912	
The Quebec Boundary Extension Act, 1 Geo.V,c.45 (Can.)	1912	

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
An Act respecting the extension of the Province of Quebec by the annexation of Ungava, 2 Geo.V, c,7 (Can.)	1912	Sect. II - Quebec to respect Native land rights in annexed territory and provide compensation for it, in return for loss of aboriginal title.
The Ontario Boundary Extension Act, 2 Geo.V, c.40 (Can.)	1 April, 1912	Ontario to recognize Indian rights to same extent as did the Dominion; obtain surrenders of Indian rights in same manner; satisfy and bear all charges and expenditures in connection with such surrenders; trusteeship of Indians and their reserved lands remains in Dominion hands. Act is pursuant to a 20 Feb.,1912 Dominion Order-in-Council which extended western border of Ontario to include 5 mile-wide strip of Manitoba, extending R.R. and creating terminal port at Nelson for H.B.Co.
An Act to express the Consent of the Legislative Assembly of the Province of Ontario to an Extension of the Limits of the Province, 2 Geo.V, c.3 (Ont.)	16 April, 1912	Ontario's formal ratification of the 1889 and 1912 Boundary Extension Act.
The Bed of Navigable Waters Act, R.S.O. (Ont.)	1914	Every mineral grant, even those on ceded Indian lands, were subject to this Act.

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
The Rivers and Streams Act, 3,4 Geo.V, c.26, R.S.O (Ont.)	1914	Public rights, tolls, obstructions, dams and regulation of water use are details covered.
An Act to confirm the title of the Government of Canada to certain lands and Indian lands, 5 Geo.V, c.12 (Can.)	8 April, 1915	Ontario to confirm all Reseves in Province except Quetico and excepting certain rights to water power. On-reserve water power potentials beyond 500 HP, and attendant lands, accrued to Province, reversing 54.55 Vict., c.5, 1891. Also modified was the headland principle which now came to exclude headland waters from reserves. Deals with Ft. Francis reserve curtailment fishing rights and confirmation of Reserves 16A, 16D, & 18D.
An Act for the better regulating of the use of Certain Public Waters, (The Rivers and Streams Act), 5 Geo.V, c.15 (Ont.)	8 April, 1915	Regards control of the public interest as relates to boundaries, hydro development, dams, transportation and logging in Provincial waters.
An Act respecting the Lake of the Woods and other waters, 11,12 Geo.V, c.38 (Can.)	25 May, 1921	
Lake of the Woods Control Bill, 12,13 Geo.V, c.21 (Ont.)	1922	
An Act to amend the Dominion Lands Act, 13,14 Geo.V,c.44	30 June, 1923	Sect. 8 - "Paragraph (b) of section seventy-six... is repealed and the following is substituted therefore: - '(b) make grants not exceeding in any case the sum of two hundred and fourty dollars in cash in satisfaction of claims of half-breeds arising out of the extinguishment

TITLE OF ACT	DATE OF ASSENT/PASSAGE	SIGNIFICANT POINTS, FOCUS OR RELEVANCE
An Act for the settlement of certain questions between the Governments of Canada and Ontario respecting Indian Reserve Lands, 14,15 Geo.V, c.48 (Can.) 14 Geo.V, c.15 (Ont.)	19 July, 1924	Formal ratification of 1902 Provincial-Dominion agreement respecting ownership and control of ceded Indian lands and minerals, as product of border and accounts disputes.
An Act respecting Lac Seul Storage, 18 Geo.V,c.12 (Ont.)	3 April, 1928	
The Department of Mines and Resources Act, 1 Edw.VIII, c.33 (Can.)	23 June, 1936	Control over Department of Indian Affairs assumed by Department of Mines.
The Game and Fisheries Act, 10 Geo.VI, c.33 (Ont.)	5 April, 1946	
The Ontario - Manitoba Boundary Act, 2,3 Eliz.II, c.9 (Can.)	16 Feb., 1954	
The Migratory Birds Convention Act, R.S.C. 1970, c.M-12 (Can.)	1970	Restriction of Native hunting imposed, treating Metis in same fashion as normal white hunters.
The Canada Waters Act, R.S.C., 18,19 Eliz.II, c.52 (Can.)	1970	
The Land Titles Act, 19 Eliz.II, c.234 (Ont.)	1970	Sect. 3(1)(a) and Sect. 35 - Crown grants, registration of Federally patentented lands and leaseholds.
The Public Lands Act, 19 Eliz.II,		Impact of "illegal squatters" on Crown lands.

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Implications of the James Bay and Northern Quebec Agreement for Northern Ontario Regarding the Management of Fish and Wildlife Resources

Brief prepared for the

Royal Commission on the Northern Environment

by

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1. Introduction

The James Bay and Northern Quebec Agreement is the first modern comprehensive aboriginal rights settlement in Canada. With the Agreement, native peoples of the area, Cree Indians and Inuit, surrendered all native claims to aboriginal title over land of northern Quebec in return for specific guaranteed rights in modern law. The Agreement was signed in 1975 and proclaimed in 1977. The Northeastern Quebec Agreement involving Naskapi Indians was signed in 1978.

These two agreements, involving three native groups, are the first of what appears likely to be a series of agreements involving northern native peoples to come into effect in the 1980's and the 1990's. C.M. Drury reported in Constitutional Development in the Northwest Territories (1980) that discussions in progress (and likely to lead to agreements) include the claims by the Dene Nation, the Metis Association of the NWT, Inuit Tapirisat of Canada and COPE, all in the NWT. To these must be added the Council of Yukon Indians claim. Of the above, an agreement-in-principle was concluded in 1978 between the federal government and COPE, on behalf of the Inuvialuit of the western Arctic. In 1981, an agreement-in-principle was concluded between the federal government and COPE regarding wildlife.

Most of the areas which are covered by the two modern agreements and those in which discussions are taking place are not served by previous agreements. In this regard, they differ from the situation in Ontario where the land north of 50^{O}N is covered by Treaty No. 9, Treaty No. 5 and Treaty No. 3 (signed in 1905, 1875 and 1873, respectively). This complicates the attempt to use the James Bay and Northern Quebec Agreement to derive lessons for northern Ontario. The Agreement is comprehensive: that is, it includes provisions regarding not only wildlife and fisheries management and allocation, but also provisions regarding control

of land, environmental and social impact assessment of development projects in the area, an income security program for hunters, as well as provisions for cash compensation, royalties, social and economic development, and local government powers for the native peoples.

In the case of northern Ontario, where the provincial government apparently regards the aboriginal rights issue as settled (while many native groups do not), there is no evidence that a comprehensive agreement would be discussed in the foreseeable future. Therefore, any progress in the allocation, use and management of natural resources in Ontario north of 50^{o} would proceed without reference to the control of land, local government and socio-economic provisions for the maintenance of the indigenous hunters' way of life. Any discussions of the Agreement would have to take into account the problem that in northern Ontario, the allocation, use and management of natural resources would have to be divorced from the control of the land.

2. Fish and Wildlife Management Provisions of the Agreement

From the point of view of fish and wildlife management, some of the more pertinent provisions of the Agreement may be summarized as follows:

(1) The native groups have exclusive hunting, fishing and trapping rights (Category II lands) in parts of northern Quebec, about 80,000 km^2 for the Inuit, 70,000 km^2 for the Cree and 4,000 km^2 for the Naskapi, in addition to the (much smaller) amount of land in and around the communities (Category I lands). These Category I lands are comparable to reserve lands. Areas involved are shown in Appendix A.

(2) In the remaining area in northern Quebec (Category III lands, which constitute the bulk of the territory), the native groups will be able to pursue their harvesting activities, and certain species (including fur animals such as beaver and fox, black bear and whitefish) have been reserved for their exclusive use. A list of these exclusive species is given in Appendix B.

(3) A mechanism has been formulated for establishing the "present levels of native harvesting". This is done by a five-year $1 million diary/questionnaire study which started in 1974-75 and which is carried out jointly by native groups and the governments. It was concluded in 1979. The Cree part of the report was completed in 1982 under the title, The Wealth of the Land.

(4) Various mechanisms have been established for the allocation of the harvest among native and non-native groups, outside the exclusive hunting area and with the exception of the exclusive species. These mechanisms include the "guaranteed levels of native harvesting" principle (Agreement, Section 24.6.2) and the "principle of priority of native harvesting" (24.6.3), subject to the "principle of conservation" (24.2). In other words, native peoples have allocation priorities for fish and game resources, but conservation of the animals comes first.

(5) A joint government-native peoples Coordinating Committee dealing with hunting, fishing and trapping matters has been established. This committee has advisory capacity and can make recommendations directly to the appropriate federal or provincial minister. The Coordinating Committee supervises the harvest study, handles management-related information, recommends conservation measures, participates in environmental impact assessment, and generally provides a forum for native concerns.
The Coordinating Committee on hunting, fishing and trapping is the key institution in the implementation of Section 24 of the Agreement. It has representation from the Cree, Inuit and Naskapi parties, Quebec government, the federal government and the developers.

The provincial jurisdiction regarding Section 24 of the Agreement (which deals with wildlife and fisheries) has been enacted separately in Quebec as Bill 28. While the Coordinating Committee is mainly an advisory body, it does have binding powers regarding some aspects of big game management.

> The Coordinating Committee may establish the upper limit of kill for moose and caribou for native people and non-natives and, with respect to black bear in the buffer area, make decisions relating to non-native hunting, the harvesting and the management of populations thereof. Subject to the principle of conservation, decisions of the Coordinating Committee pursuant to this paragraph shall bind the responsible Minister or government, who shall make such regulations as are necessary to give effect thereto and shall bind local and regional governments.
>
> (Agreement, Section 24.4.30)

The basic provisions of the Agreement with respect to fish and wildlife management may be summarized as follows:

(1) The Agreement provides for native peoples' participation in resource management through a joint Coordinating Committee,

(2) The Agreement provides legal recognition of fish and wildlife harvesting rights of the native people. This is done by trading off aboriginal rights for explicit harvesting rights enshrined in federal and provincial law,

(3) The Agreement specifies exclusive native harvesting rights over some 155,000 km^2 of northern Quebec, and exclusive native harvesting rights over certain species of fish and game in the rest of northern Quebec, and

(4) The Agreement provides an explicit allocation mechanism of those fish and wildlife resources which are to be shared among groups of native and non-native people. This allocation is based on the native harvesting of resources in the years 1974 to 1979, as determined by a study specifically designed for that purpose.

3. Improving the Decision-Making Process

The purpose of this section is to address the first question posed by the Royal Commission:

> How could the decision-making processes be improved for the allocation, use and management of natural resources, for land use planning, and for environmental assessment and protection?

In the light of the James Bay and Northern Quebec Agreement, the simple answer to this question is that this can be done by involving the native people in the decision-making process. This involvement cannot be piece-meal. Hunting, fishing and trapping are activities that go together. They are affected by resource development projects and by access. For example, moose management cannot be dealt with unless forestry development plans and access roads are considered at the same time. In the northern Ontario case, there are several complications:

(1) It is doubtful that the native people could be involved meaningfully in the decision-making process until their rights have first been recognized. In the case of the Agreement, native rights have been made explicit and agreed upon by all the parties. Thus, there is a common ground from which to proceed to involve native peoples in decision-making. In Ontario with no specific recognition of native rights, agreed upon by all the parties, there is no common ground or starting point.

(2) In contrast to the James Bay and northern Quebec case where there is no significant resident non-native population in the area of the Agreement, in Ontario north of 50° there is a large non-native population. Among the native people, Metis and Non-Status Indians should perhaps be considered separately from Status Indians. In Quebec's James Bay, the Metis population is very small and they have been included in the Agreement as beneficiaries enjoying the same rights and privileges as other native peoples.

(3) The resident non-native people of Ontario north of 50° are organized into several interest groups (including forestry interests, mining interests, outfitting interests). This poses enormous problems to organizing effective public participation that represents all of the interest groups.

(4) Effective public participation in decision-making means that all groups have the financial means to prepare their own positions, and obtain technical and legal expertise, where necessary, to protect what they consider to be their rights. In the James Bay and northern Quebec case, native parties cover their expenses by using the interest earned from the compensation paid under the Agreement. Even then, the implementation of the Agreement is a large financial burden to the native peoples because there are no provisions in the Agreement to cover the costs of native participation in such bodies as the Coordinating Committee.

It is difficult to assess the effectiveness of northern Ontario's ongoing SLUP process and the West Patricia planning exercise in terms of improving decision-making. The people who would be best qualified to judge these are those who are affected by these processes. In the light of the Agreement, the effective participation of native and other interest groups in decision-making requires (a) well defined fish and wildlife rights, and (b) political institutions to implement these rights. In Ontario north of 50°, both seem to be lacking.

t: Benefits and Impacts

this section is to address the second question
oyal Commission:

approaches towards development in the major
urce based industries could increase benefits
reduce negative environmental impacts in
rio north of 50° ?

here that "major resource based industries" refer to
, mining and energy developments. To answer this
e light of the Quebec experience, the simple answer is
er environmental impact studies of proposed industrial
ave to be undertaken, and (b) special consideration
to minimizing the social impacts of such developments
unities.

ronmental Assessment Act of 1975 has provisions for
impact assessment studies, with public participation.
f major projects, such as the Marmion Lake generating
is just south of 50°), have been exempted from
assessment. To reduce negative environmental impacts
, it would be necessary that all projects, government
sponsored, undergo environmental assessment.

be necessary that all parties potentially affected by
ve the means to prepare their cases. As stated by
Resources and Development (edited by O.P. Dwivedi,
the industries in northern Ontario rank with the
r fields; they "have large financial resources at their
re able to promote their views in ways not generally
hose groups that oppose development" (Resources and
. 251).

al impacts of development, the study done by R.F.
colleagues, Development and James Bay (1972), provides
eeds to be examined. Their recommendations were taken
government and crown corporations constructing the James
ect, and this resulted in such safeguards as declaring
ties out-of-bounds for work forces in the area.

Quebec's James Bay experience shows that large industrial projects do not provide many jobs for the native population. In fact, the Agreement resulted in the creation of more white-collar jobs for the native people in local and regional governments than in the creation of blue collar jobs in the hydro project itself. Most of the jobs taken by native people in the development project were in the areas of community relocation and land clearance (before flooding). In other words, even these jobs were only indirectly related to the hydro development.

Throughout the Canadian North, native people, in general, do not find industrial jobs attractive unless special provisions are made for them so they could be with their families seasonally and participate in seasonal fish and game harvesting activities. Various studies show that native people prefer jobs such as commercial fishing and pulp cutting, as these jobs provide the opportunity for combining wage-employment with traditional family and harvesting activities. There is a pool of expertise available in Ontario and elsewhere on the question of how to minimize social impacts and to optimize social benefits to native communities from industrial development. The Science Council of Canada Background Study No. 42 by R.B. Gibson, The Strathcona Sound Mining Project, 1978, provides one valuable experience in this regard.

5. Alternative Development Approaches and the Economic Base of Local Communities

The purpose of this section is to address the third question posed by the Royal Commission:

> What alternative approaches towards natural resource allocation, use and management could help to strengthen the economic and social base of communities in Ontario north of 50°?

It has been argued by several social scientists for many years that balanced development in the North should involve strengthening the traditional renewable resource based economy of native communities before the promotion of large-scale industrial development projects. Otherwise, large-scale development tends to swamp the local economy and creates social problems which are more costly to all Canadians in the long-term. Probably the strongest expression of these views is found in Judge Berger's Northern Frontier, Northern Homeland.

In the case of James Bay and northern Quebec, the provision of income security for hunters and community economic development funds were important in counteracting the destabilizing effects of large-scale hydro development.

Follow-up studies of the first few years of the income security program indicate that the net total benefit of funds provided outweighs the costs. That is, the income security program resulted in an expanded production in the subsistence sector, with a simultaneous drop in welfare caseloads (C.H. Scott, Modes of Production and Guaranteed Annual Income in James Bay Cree Society, 1979).

It is important to note that the cash income from the subsistence sector, mainly furs, is relatively small. It is only when the income-in-kind (mainly food production) is taken into account, the real benefit of the income security program becomes obvious. This food production does not enter the cash economy; it is distributed within the community exchange network, and this makes it difficult for conventional economic analysis.

These considerations are relevant to northern Ontario where no such programs have been undertaken. With respect to the question posed by the Royal Commission, it may be said that the main alternative approach suggested here is to strengthen the traditional economic base of native communities. This can be done by (a) specifying and protecting native rights to fish, game and wild rice resources, and by (b) creating new institutions, such as northern Quebec's income security program, to help native resource users help themselves.

Large-scale resource development inevitably conflicts with renewable resource use, and in the past governments have emphasized large-scale development. There is a balance to be redressed here. It is suggested that one way to redress this balance is to have a policy that resource extraction industries provide a resource rent to the communities which have traditionally used that land.

6. Conclusions

This brief has examined the James Bay and Northern Quebec Agreement with respect to the questions posed by the Royal Commission. This is not a sufficient basis to make specific recommendations for Ontario north of 50°. One qualification is that the Agreement itself is an imperfect model. It can be informative if lessons can be learned both from its successes and its failures. A second qualification is that the Quebec Agreement is comprehensive, but a comprehensive agreement in Ontario north of 50° is unlikely in the forseeable future.

Perhaps the key issue in answering the questions posed by the Royal Commission is the perception of the land by different groups in northern Ontario. On the basis of the 1978 Interim Report of the Royal Commission, then under Mr. Justice E.P. Hartt, Ontario north of 50° is homeland to the native people: "They depend on the land and its renewable resources, following their traditional pursuits of hunting, fishing, trapping and wild rice harvesting" (Interim Report, p. 19). No doubt, the native people see the extension of southern economy forever northward as an intrusion into their homeland.

To industries and many of the non-native people, Ontario north of 50° is a vast and empty but resource-rich hinterland which should be developed. It should be noted that within this camp also there are divisions of opinion. As G.R. Weller puts it:

> ...the major line of division is between those who support more of the same kinds of development that exist already, and hence see no need to change the hinterland status of the region, and those who, while not necessarily opposing more of the same kind of development, also want development that will change the hinterland status of northern Ontario by diversifying the employment base.
>
> (Weller in Resources and the Environment, p. 250)

This brief does not address the argument summarized by Weller. It deals with fish and wildlife resources and with native rights; hence, the question of economic development of non-native communities is outside the scope of this brief.

Analysing the situation north of 50° from the point of view of the Quebec experience, it is apparent at once that there is a resource development frontier in Ontario located between 50°N and about 51°30'N. For fish and wildlife management, a distinction should be made between:

(a) the development frontier zone with its large non-native population, mines and forestry development areas, and

(b) the zone north of the Albany River and the forest concession area, approximately along 51°30'N and 52°N.

In the development frontier zone, the basic issue would be to control the impacts of development and to find ways for the equitable sharing of fish and wildlife resources.

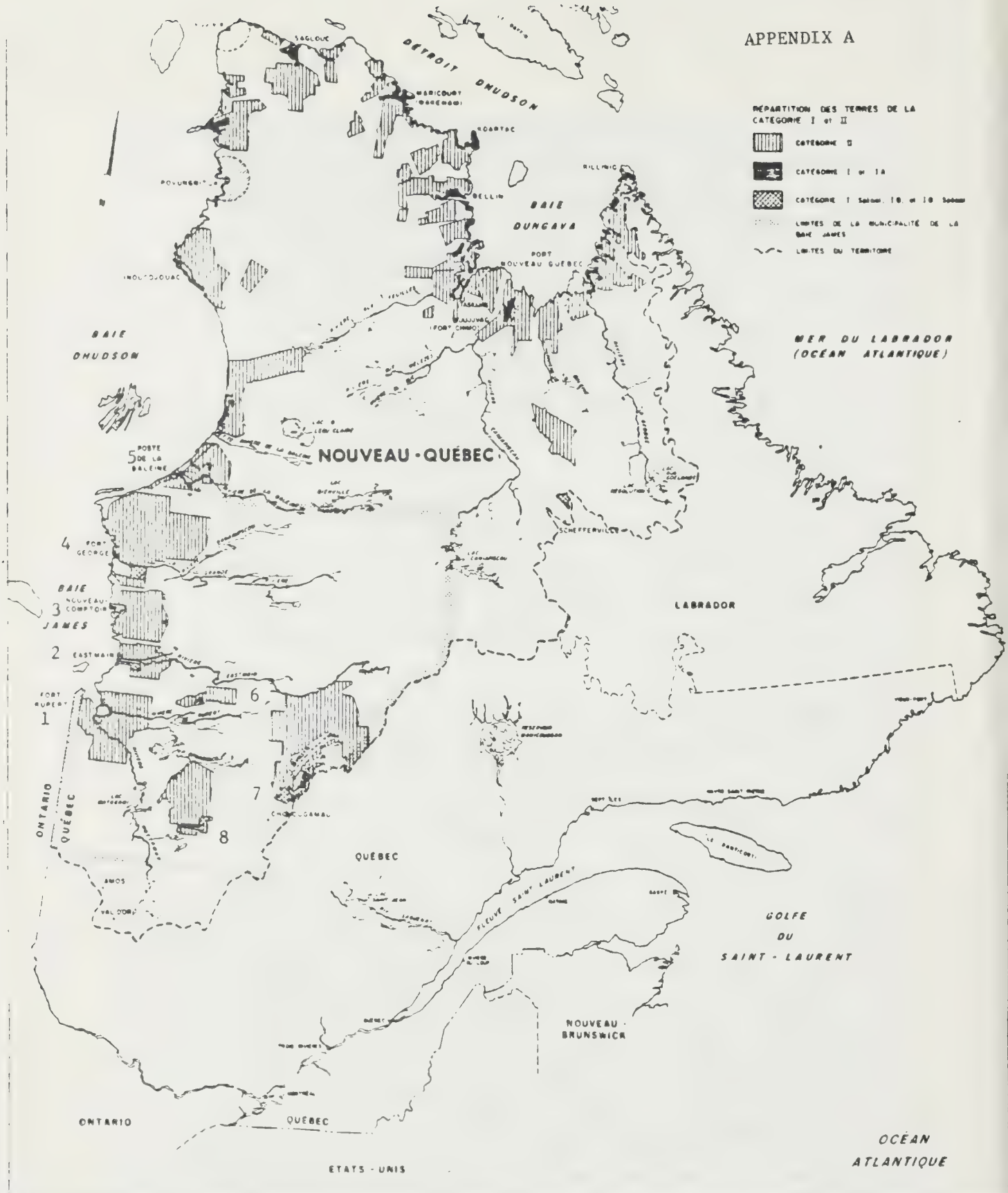
In the northern zone, the basic issue would be how to handle proposals for new development projects which may affect fish and wildlife resources and the existing land use by the native people who inhabit the area. There is no point in pretending that the northern zone does not exist as a distinct entity, or that it is simply empty. It exists and it is effectively used and controlled by the native population who live there. This is in sharp contrast to the frontier zone which is effectively controlled by development concerns. In recommending development policies for Ontario north of 50°, this distinction needs to be addressed.

In evaluating fish and wildlife management policies with the James Bay Agreement model in mind, the major difficulty in northern Ontario is that native rights have not been defined. It is known that there have been recent discussions regarding fishery resources between the Ontario Ministry of Natural Resources (MNR) and some native groups. This may be considered a major breakthrough in involving native groups in decision-making. But the James Bay experience indicates that fishery resources cannot be dealt with in isolation. Fish, wildlife and probably wild rice harvesting go together, and they are closely tied to the questions of access and control of land.

Attempts of the Ontario Ministry of Natural Resources to involve user-groups in decision-making through SLUP programs, West Patricia planning, and fisheries discussions have set important precedents. But the "bottom line" is really native rights. In the long run, the Ontario government, not just MNR, will have to address this fundamental issue.

In the short run, it might be useful to set up a body similar to the Coordinating Committee under the James Bay Agreement. (See Section 2 of this report.) As with the Quebec case, such a body should have fairly senior level representation from native groups, the governments and the developers, and should report directly to the minister concerned. Initially it could function as a forum for native concerns regarding hunting, fishing and trapping. This would be its short-term task. In the medium-term it can function as a body to establish living resources management groundrules acceptable to all the parties. At this stage, questions of access and control of land, as well as impact assessment of development projects, would come within the mandate of this body. In the long-term, proposals from this body would be enacted as new laws dealing with fish and wildlife management in Ontario north of 50°.

In the absence of a comprehensive agreement between the governments and the native groups, it appears that such a three-stage process could achieve in northern Ontario, much of the progress in matters relating to fish and wildlife management achieved in Quebec through the James Bay and Quebec Agreement.



Areas covered by the James Bay and Northern Quebec Agreement and the Northeastern Quebec Agreement. Cree communities are numbered as follows: (1) Fort Rupert (Rupert House), (2) Eastmain, (3) Wemindji (Nouveau-Comptoir, (4) Chisasibi (Fort George), (5) Poste-de-la-Baleine (Great Whale), (6) Nemiscau (Nemaska), (7) Mistassini, and (8) Waswanipi.

APPENDIX B

(from the James Bay and Northern Quebec Agreement, Éditeur officiel du Québec)

SPECIES RESERVED FOR NATIVE PEOPLE

Section 24 Schedule 2

Fur-Bearers:

All mustelids
(i.e. mink, ermine, weasels,
marten, fisher, otter, skunk
and wolverine)
Beaver
Lynx
Foxes
Polar bear
Muskrat

Porcupine
Woodchuck
Black bear
(in the Cree traplines north
of the 50th parallel)
Wolves
(north of the 55th parallel) Fresh water seals

Fish:
Whitefishes
(non-anadromous)
Sturgeon
Suckers
Burbot
Hiodons
(Mooneye and Goldeye)

APPENDIX C

List of Publications by F. Berkes Dealing with James Bay and Aspects of the Agreement

1. Berkes, F. "Quantifying the harvest of native subsistence fisheries." Boreal Forest Ecosystems Conference, Thunder Bay, 1982 (Conference proceedings in press).

2. Berkes, F. "Preliminary impacts of hydroelectric development on native fisheries in James Bay, Quebec." Arctic (in press).

3. Berkes, F. "Waterfowl management and northern native peoples with reference to Cree hunters of James Bay." Musk-Ox (in press).

4. Berkes, F. 1982. "Energy subsidies and native domestic fisheries in Fort George, James Bay." Naturaliste Canadien (in press).

5. Berkes, F. and Y.T. Gonenc 1982. "A mathematical model on the exploitation of northern whitefish with fill nets. North American Journal of Fisheries Management 2: 176-183.

6. Berkes, F. 1981. "Fisheries of the James Bay area and northern Quebec: A case study in resource management." In: Renewable Resources and the Economy of the North, edited by M.M.R. Freeman. ACUNS/MAB, Ottawa.

7. Berkes, F. 1981. "The role of self-regulation in living resources management in the north." In: Renewable Resources and the Economy of the North, edited by M.M.R. Freeman. ACUNS/MAB, Ottawa.

8. Berkes, F. 1981. "Some environmental and social impacts of the James Bay hydroelectric project, Canada." Journal of Environmental Management 12: 157-172.

9. Berkes, F. 1980. "Issues and perspectives in fish and wildlife management in the James Bay area." Bulletin of the Canadian Society of Environmental Biologists 37(2): 95-101.

10. Berkes, F. 1980. "The mercury problem: An examination of the scientific basis for policy making." In: Environment and Resources Development: Policy Perspectives for Canada, edited by O.P. Dwivedi. McClelland and Stewart, Toronto.

11. Berkes, F. 1979. "An investigation of Cree Indian domestic fisheries in northern Quebec." Arctic 32: 46-70.

12. Berkes, F. 1978. "Management of recreational fisheries in northern Quebec: policies versus tools." Canadian Public Policy 4: 460-473.

13. Berkes, F. and C.S. Farkas 1978. "Eastern James Bay Cree Indians: Changing patterns of wild food use and nutrition." Ecology of Food and Nutrition 7: 155-172.

14. Berkes, F. 1977. "Fishery resource use in a subarctic Indian community." Human Ecology 5: 289-307.

15. Berkes, F. 1977. "Arctic view of the white man." Science Forum 11(2): 29-31.

16. Berkes, F. 1976. "James Bay: The Cree Indian coastal fishery." Canadian Geographical Journal 93(3): 60-65.

17. Berkes, F. (editor) 1973. James Bay Forum. Public Hearing on the James Bay Project. Montreal.

In addition to these scientific publications, F. Berkes has prepared several technical reports on fish and wildlife management, harvesting studies, environmental impact and remedial measures in the James Bay area.

HS 060

FROM MOSS TO PAMPERS

When I suggested to the Commission that my submission was to be about Health and Education, it was agreed that the subject matter was acceptable. It was at the same time pointed out that the Commission is looking for answers and solutions. In other words, the Commission has heard over and over again, the problems, all the things that are "wrong." What it wants to hear now is how to put things "right." Now I suggest to you that whether we like it or not, there are no speedy sure solutions. It is a long tangled line from moss to pampers.

Less than fifty years ago, an Indian infant was tended and cared for by a Mother who had learned from her Mother the tribal skills of infant rearing. The infant's diaper needs were supplied by moss - moss gathered, dried and stored by the parents or some member of the extended family. Moss was plentiful, easy to obtain and it was effective keeping the infant clean, warm and dry. It's disposal when wet or soiled was simple, speedy and sure. It could be burned on the fire or if tossed out of the tent it quickly dried, disintegrated and returned to the soil from which it had come. Today, the Indian parent or parents trudge to the Bay store to purchase, usually with a Welfare cheque, a supply of pampers which have been flown in along with the groceries. Pampers are easy to obtain if you have money or your credit is good. Pampers are expensive, and pampers are almost impossible to dispose of. This change seems to me to epitomize the disruption which has taken place in the domestic social and economic life of the people on the reserves in North West Ontario.

Formerly, the Father, taught by his Father, hunted, fished and provided his family with food, clothing and shelter. The Mother cared for her husband and children using the skills learned from her Mother and Grandmother. Families, easily mobile clustered together in small groups at intervals; sometimes for company and protection, sometimes for celebrations. Small self-sufficient units for the most part, dependent on the land, interdependent when food was scarce or over abundant.

At present, the young Indian Mother is torn between the almost forgotten love of the elderly women and the crisp sterile teachings of the nursing station staff. The young Father may or may not have learned the fishing and hunting skills of his elders. Even if he has, there is no urgency to be responsible for his family. The Welfare cheque and the Bay or Band store has become the economic focus of life on the reserve.

What we are witnessing has occurred over and over again in the story of mankind. Disorganization and breakdown are the inevitable results of confrontation between two cultures. I offer some suggestions which might make this confrontation less damaging and less disruptive.

First. We must, all of us, recognize that the culture of the Indian people is distinctly different from our own. Not better, not worse, but different.

2. Recognizing this - therefore, we shall insist that personnel going to the reserves will have a period of Orientation to prepare them to cope with unfamiliar behaviour patterns, unexpected reactions and unusual expectations.

3. This period of orientation must include some exposure to the language they will find and be followed by opportunities to acquire a working knowledge of it.

4. The personnel chosen to work on the reserves must be willing to become part of the community. To look for and find their support systems, their recreation and their nurture within the community.

5. A word about education - We are all familiar with the abysmal failure rate in the school system. Somehow these children must acquire the skills necessary to absorb the content of a curriculum based on the white culture. This means real proficiency in English and/or French language skills. We know these skills can not be re-enforced in the home. Therefore intensive language skills programs, French and/or English must be devised within the school system.

6. About health - If we really believe that health is important and if we believe that a clean water supply, safe sewage disposal and adequate nutrition are basic to health -

their these must be Medical Service priorities. Pills and potions are secondary. Medical personnel must be first of all Health Teachers, whose job it is to bring about an understanding and acceptance of basic public health principles. This does not mean that every home must have a toilet, running water and a micro oven. It does mean that the majority will gain an appreciation of health, disease and its transmission and the individual's responsibility for both.

Growth and change, from moss to pampers or wherever, of necessity mean turbulence and unrest. Our greatest hope lies in the enormous potential for personal growth which every encounter provides.

Mrs. Helen Garrett
P.O. Box 1007
Ignace, Ontario
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Submissions

SUBMISSIONS RECEIVED BY THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT SINCE JANUARY, 1982

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GLOSSARY

"Detour Lake" report - refers to a study published by the Commission entitled The Road to Detour Lake".

"Forestry" report - refers to a study published by the Commission entitled "The Economic Future of the Forest Products Industry in Northern Ontario".

WPLUP - Ministry of Natural Resources West Patricia Land Use Plan.

DLUP - Ministry of Natural Resources District Land Use Plan.

001 Hon. Keith C. Norton, Minister of the Environment, responds to "The Road to Detour Lake" report. 4 pages

002 Mrs. G.R. Hubbert, former supervisor in education for the Department of Indian Affairs, on Indian education. 16 pages

003 G.P. Breckenridge, R.P.F., Divisional Woods Manager, Abitibi-Price Inc., Iroquois Falls, comments on the Forestry report. 1 page

004 N.J. Saltarelli, Divisional Forester, Abitibi-Price Inc., Iroquois Falls responds to "Detour Lake" report. 1 page

005 Ron Titze discusses possible access roads north of 50°. 6 pages

006 Brian Beaton, Sioux Lookout, on "Land Use Planning - the abuse of government power", comments on the MNR land use planning process and its involvement of the public. 7 pages

007 J.E. McDougall, Secretary, The Morson Option, comments on "implementation of the options proposed by the Kenora District Ministry of Natural Resources". 25 pages

008 M. Zudel, Timmins, describes his ideas in "Self-Sufficiency Block in Cochrane south". 6 pages

009 M.F. Carim, Economic Development Consultant, Native Community Branch, Ontario Ministry of Citizenship and Culture responds to the "Forestry" report. 12 pages

010 M. James Doty, Economic Development Commissioner, Tri-Municipal Economic Development Commission, Kenora, Keewatin, Jaffray-Melick responds to "Forestry" report. 1 page

011 Nils V. Dahl, Red Lake comments on involvement of Native people in development. 1 page

012 Mayor T.S. Jones, Dryden responds to "Forestry" report. 1 page

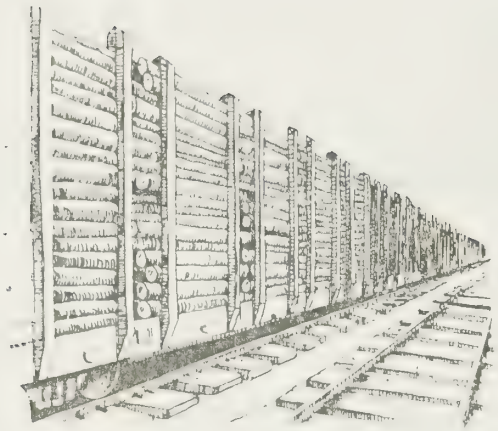
013 Mayor T.S. Jones, Dryden: responds to "Detour Lake" report. 1 page

014 Hon. Dennis R. Timbrell, Minister of Agriculture and Food, responds to "Forestry" report. 1 page

015 J.E. Tait, General Manager, Woodlands and Sawmills, Ontario-Manitoba, Abitibi Paper Company Ltd., responds to "Forestry" report. 1 page

016 J.E. Tait, (ibid. above), comments on the "Detour Lake" report. 1 page

017 P.V. Kivisto, P. Eng., Area Mining Engineer, Occupational Health and Safety Division, Mining Health and



Safety Branch, Ontario Ministry of Labour, Timmins responds to "Detour Lake" report. 1 page

018 W. West, Moose Factory responds to "Detour Lake" report. 2 pages

019 B.D. Roberts, Sr. Environmental Planner, (for D.E. Moorhouse, Head, Planning and Design), Ministry of Transportation and Communications, North Bay responds to "Detour Lake" report. 2 pages

020 J.W. Spooner, Spooner Mignacco MacLeod Ltd. Insurance, Timmins responds to "Detour Lake" report. 1 page

021 Bert Trapper, Moosonee responds to "Detour Lake" report. 2 pages

022 C.E. Emblin, Distric Manager, Ministry of Natural Resources, Hearst responds to "Forestry" report. 1 page

023 Paul Zorzetto, Reeve, Corporation Mattice-Val Cote, The Corporation of the Union of Townships of Eilber and Devitt responds to "Detour Lake" report. 1 page

024 Wm. Schure, General Manager, McChesney Lumber Division, E.B. Eddy Products Ltd., Timmins responds to both "Detour Lake" and "Forestry" reports. 2 pages

025 A. Schwartz, P. Eng., Pamour Porcupine Mines Limited, Timmins responds to "Detour Lake" report. 1 page

026 C.H. Brehaut, Vice President Operations, Campbell Red Lake Mines Limited, Toronto responds to "Detour Lake" report. 3 pages

027 Thomas E. Armstrong, Deputy Minister, Ontario Ministry of Labour responds to "Detour Lake" report. 1 page

028 Mel Mousseau, Northern Affairs Officer, Ministry of Northern Affairs, Hearst responds to "Detour Lake" report. 1 page

029 Ray Fortier, Mayor, The Corporation of the Town of Cochrane responds to "Detour Lake" report. 1 page

030 Bruce Campbell, Assistant to the Executive Director, Ontario Mining Association responds to "Detour Lake" report. 2 pages

031 Peter R. Spik, Tourism Industry Consultant, Ministry of Tourism and Recreation, Timmins responds to "Forestry" report. 2 pages

032 J.H. Drysdale, President, Northern College of Applied Arts and Technology, South Porcupine responds to "Forestry" report. 2 pages

033 Loyde Rogerson, Lindbergh's Hunting and Fishing Air Service Limited, Cochrane comments on public participation in decision making. 1 page

034 D.W. Hoffman, for the Faculty of Environmental Studies and the School of Urban and Regional Planning, University of Waterloo, comments on "Detour Lake" report. 2 pages

035 Hon. James Snow, Minister of Transportation and Communications comments on the "Detour Lake" report. 2 pages

036 Hon. Robert Welch, Minister of Energy comments on the "Detour Lake" report. 1 page

037 Raymond M. Robinson, Executive Chairman, Government of Canada Environmental Assessment Review writes in reponse to the "Detour Lake" report. 2 pages

038 Earl Danyluk, President, Moosonee Metis and Non-Status Indian Association, writes in response to the "Detour Lake" report. 2 pages

039 Jack Phillips, Woodland Manager, Cochrane Enterprises Ltd., Cochrane

Submissions

continued

comments on the "Forestry" report including recommendations for the future of the industry. 8 pages

040 Rene Fontaine, President, Ontario Lumber Manufactures' Association offers comments and recommendations, on be half of the Association, regarding the Commission's mandate, parks development, resource allocation, concerns of native people regarding development, and the urgency to make decisions. 2 pages

041 Kenneth G. Taylor, Supervisor, Environmental Programs, Polar Gas Project, submits an update of the November, 1977 submission to the Commission, regarding pipeline routes for transporting Arctic gas to central Canada. The submission includes a copy of the report "Renewable Resource Harvesting Along the Proposed Polar Gas Combined Pipeline System in Manitoba and Ontario", published in September, 1982. The submission also comments on this company's experience in collecting information on communities in northern Ontario. 5 pages

042 David C. Graham, Director-General, Operations, Ontario Region, Government of Canada Department of Industry, Trade and Commerce comments on the "Forestry" report. 2 pages

043 C.A. Benson, Associate Professor, Lakehead University makes recommendations on the subject matter of the Commission's inquiry. 3 pages

044 T.S. Jones, Consultant "Benefits of Continued Multiple Use of Natural Resources in Northwestern Ontario". 32 pages

045 Honourable John Roberts, Minister, Environment Canada, responds to the "Forestry" report. 1 page

046 M. Zudel, Timmins comments on small scale hydro generated power and food supply above 50°. 4 pages

047 V.R. Denholm, Manager, Ontario division, The Canadian Manufacturer's Association, comments on the subject matter of the inquiry with an emphasis on decision making. 3 pages

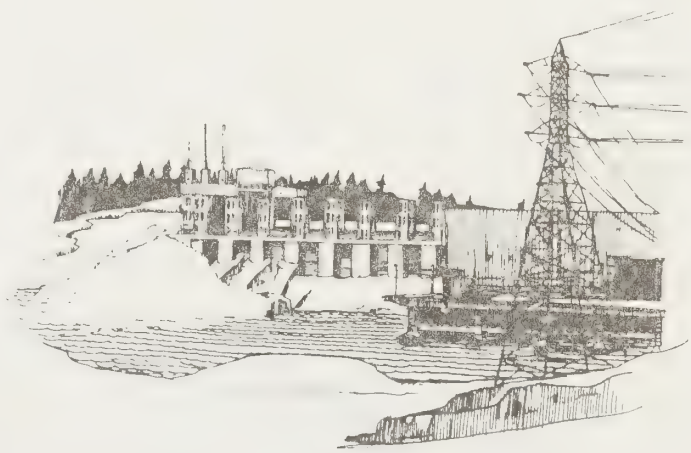
048 Bernard Ostry, Deputy Minister, Ministry of Industry and Trade, comments on the subject matter of inquiry emphasizing environmental assessment and decision making. 3 pages

049 McKenzie Forest Products Inc., Hudson, Ontario submits report "The Effect of the Ministry of Natural Resources 'Proposed Policy and Optional Plans' on the Forest Industry in West Patricia". 56 pages

050 Walter M. Thompson, Sioux Lookout, comments on a wild rice planting program. 1 page

051 Walter M. Thompson, Sioux Lookout, comments on trout farming. 1 page

052 Robert E. Heller on behalf of Jeno F. Paulucci, comments on "privately owned patent land and cottage lots". 2 pages



053 Eric Munn, Kirkland Lake, Ontario, formerly a teacher in Angling Lake, comments on decision making and reforestation. 3 pages

054 McKenzie Forest Products Inc., Hudson, Ontario submits report "West Patricia Land Use Plan, An Economic Alternative to the Existing Timber Harvesting Procedures". 11 pages

055 A. Korkola, Principal, Geraldton Composite High discusses education. 17 pages

... Submissions

056 Hans W. Schaedel, Madsen, Ontario discusses a direct road link from Red Lake to Winnipeg, Manitoba. 3 pages

057 Great Lakes Forest Products Limited, Thunder Bay submits report on the forestry industry and on the "Forestry" report. 14 pages

058 Wil Hedican, Ontario Metis Association submits report "Native Resource Management, West Patricia Land Use Plan, A Metis Perspective". 29 pages

059 Fikret Berkes, Ph. D., Institute of Urban and Environmental Studies, Brock University, St. Catherines submits report "Implications of the James Bay and Northern Quebec Agreement for Northern Ontario Regarding the Management of Fish and Wildlife Resources". 16 pages

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All submissions are available for reading at RCNE offices and libraries on the RCNE depositories list at the end of this newsletter.

As more submissions are received, additions to this list will be published in succeeding newsletters.

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NORTHERN SMALLHOLD FEASIBILITY

by
J. David Martin, Ph.D.
Koivukallio
Route 7, Thunder Bay

to
The Ontario Royal Commission on the Northern Environment

This submission has been prepared with the financial assis-tance of the Royal Commission on the Northern Environment. However, no opinions, positions, or recommendations express-ed herein should be attributed to the Commission; they are solely those of the author.

Funded Submission: NORTHERN SMALLHOLD FEASIBILITY
(J. David Martin, R. R. 7, Thunder Bay)

I. SOCIAL AND ECOLOGICAL PRINCIPLES:

A) Human Nature and Group Structure

HUMANITY EVOLVED under conditions similar to those in which Native Canadians lived until European contact. Hunting and gathering shaped our natures; crude farming may have had some influence on them, but not much...because, in evolutionary terms, it did not have much time. Modern civilization has had very nearly no effect on human nature, though it has profoundly altered human social life. (Martin, 1982b; cf. Morris, 1969: ch 1, and many other sources.)

In primitive times, humans lived in small groups, all of whose members knew all of the others from early childhood or from the date of their entry into the group by marriage. Our nature is better adapted to the small "primary" group than to the large formal organization; it responds better to the social processes and influences natural to small groups.

In effect, human nature assumes a hunting-gathering-gardening environment. There are consequently social-psychological costs associated with living in an urban rather than a rural setting, with living in secondary rather than primary groups, and with any other violations of these environmental "assumptions." During the Industrial Revolution, these costs were more than repaid by the advantage of abundant raw materials and a technology that fited urban much better than rural conditions. We called the advantages "efficiency;" when in fact they were part efficiency and part temporary abundance.

The urban advantage in efficiency has decreased with further advances in tehnology (e.g. Bookchin, 1965; Schumacher, 1973). The raw materials are becoming scarce, espcially in the great concentrations most advantageous for urban industrial systems (ibid.; Martin, 1979). Renewable resource economics favour dispersed rural living at least as greatly as nonrenewable-resource, Industrial Revolution economics favoured urban living (Martin, 1979; Clark, 197?)

B) Human Nature and Motivation

Tinbergen, among others, has asserted that we humans, by nature, organize ourselves along lines of "group territoriality;" in practice the group is usually a family, occasionally an intentional community (such as the Hutterite colonies in the Prairie Provinces.) Rational or not, there is a feeling of attatchment to one's own place that is not

found among wage labourers, and this attatchment is not plausible without tenure--tenure meaning that the results of the present adult residents' labours will be enjoyed by kin, not by strangers. One's own place motivates and expresses a sense of craftsmanship, and gives satisfaction because it is present and it is "our home." For maximum care and motivaion, group continuity and continuity of landholding must concur.

In the case of a forest (even more than in the case of a field) nonmarketable benefits come from caring for the land. Aesthetics and the territorial side of human nature are emotional satisfactions. Game, berries, mushrooms, fuel from wood unworthy to be sold, fence rails, tool handles, and the Christmas tree are things one would have to buy (or whose equivalents one would have to buy) if they cold not be had from the homestead...but their enjoyment, too, can only motivate husbandry when there is tenure.

History provides a valuable "negative example." In Ireland, for many decades, a renting-out system called the "cant" was followed. Tenants were required to bid for the land they worked at intervals (of five years?) Those who had improved their places were more likely to be outbid by others than were those who had let the place run down. Improving the place led one to have to pay more rent for it in the next contract. Some past stereotypes of the lower- and working-class Irish doubtless derive from the experience, by most of a whole culture, of this systematic discouragement of virtue.

Family ties motivate the resident smallholder for reasons of territoriality; and in addition, the presence of the family at the work site saves the social costs of separation (or provides the social benefits of companionship, to put it the other way around). If the bush camp worker has a disrupted family life compared with the urban wage worker; the urban wage worker has a disrupted family life compared with the farmer and smallholder. Family integration both motivates and facilitates productivity.

Family integration also brings the part-time labour of family members, particularly older children and wives (less oten, husbands) who have no infants in their care, into the enterprise. These people have territorial and group-interest motivation to work for a smallhold. Not being paid, they have no such motivation to work for a bureaucracy that employs the man (less often the adult woman) of the family.

C) Distance and Time Effects

At the group level of analysis, the formality of the large operation implies and requires rigidities that impede or wholly frustrate any attempt to manage nature. To maintain "order" in a large formal organization--be it a Soviet state enterprise, a Canadian or European private, mixed, or state enterprise, or the most capitalist American firm imaginable--there must be management, status and power hierarchies, an organization chart or its equivalent, and a specialty of management. (In a small enterprise management is not even a specialty.) Often there is a union--and as recent Polish history shows us, an independent union can get into conflict with a State enterprise that is as bitter as any Canadian strike ever was.

This is no way to manage nature. It is foolish to tell a farmer what to do next, or to try to manage a farm at a long distance. Yet to apply large-scale industrial organization to agriculture or silviculture entails just this kind of supervision. Neither timing nor other decisions in detail can be as good at a Head Office, far from the activity, as it can be on the spot: When, what, and how much to fertilize, to plant, to harvest. To husband a forest one must know the site in detail: As long as higher management maintains some control, the result is more or less wasted effort because policy and command are imperfectly fitted to the vagaries of weather and the land...in addition to the cost of the social control apparatus.

The above might be called the "imprecision effect" of management at a distance. There is also a rigidity effect. Large operations usually must work their employees at times and tasks that are pre-arranged long in advance, and must pay overtime or its equivalent for extra- ordinary labour. Owner-operators can work 16-hour days in optimum moments (such as when the hay is ready to be cut and several days of sunshine are assured) without paying overime; and can work zero hours on an unpromising weekday without wasting money. RESIDENT owner-operators, in addition to saving the time and effort of a trip to work, can be even more flexible in their choice of what to do and how long to spend doing it than contract owner-operators. This means not only less cost in doing work; it also means that the work is more productive because it is done when it will accomplish the best results.

Is there evidence to support this analysis? A bit can b inferred circumstantially from Finnish forest productivity data. The ANNUAL RING (Finnish Forestry Institute, 1976) reports that smallhold increments are somewhat more per hectare than are those on company lands. (To compare State forest lands would be unfair, since these are predominantly in the low-potential Lapland district.) Leskinen (1979: 89)

reports the following data:

	Percent of land	Percent of harvest
Individuals	64	80
Companies, misc	12	8
State	24	12

If the state lands are deleted and the other percentages expressed as a percentage of the remainder, the comparison is as follows:

	Percent of land	Percent of harvest
Individuals	84	91
Companies, misc	16	9

It would seem that the productivity of land held by individ -uals is significantly higher.

(The "state" forests may be well or ill-managed. Some may be effectively "protection forest." The same holding pattern appears to occur in Sweden, where the forests of the Northern district produce about half the annual per-hectare increment of others (Swedish Institute, 1980). If selected land is homesteaded in Latitudes 50-52, the Swedish northern growth rate of 2 cu m /ha /year should be treated as a lower limit of ptetntial productivity, and a working estimate of productivity in the early years.

D) The Climate and the Seasons

The climate of the region is inhospitable to Ontario's predominant forms of agriculture (Chapman and Thomas, 1968; Acres Ltd., 1975; Thunder Bay District Land Use Plan; West Patricia Land Use Plan; Treidl, 1978). The short growing season is sufficient for roots, cabbages, salad, greenhouse short-season tomatoes, and some kinds of potatoes and barley. Winter rye may be feasible near Red Lake and Sioux Lookout. Forage can be grown but the amount needed to carry stock through winter is immense when compared with Southern Ontario.

The long, cold winter must obviously affect land and labour Allocation. One of the advantages of the smallhold is that the division of labour is not overspecialized. The same human can hold several distinct "jobs," in a way that has not become common in industry. Corporate employees al-most always do the same work throughout the year, and if the work cannot be done, the employee is normally laid off. Smallholders keep busy beyond any such limitation; and a seasonal division of labour has been normal on smallholds.

There seems to be a cause-effect relationship between the long Finnish winters and the high proportion of Finnish

smallhold land that is forested; and our winters here are just as long and just a bit colder than theirs. In the winter, one cannot work in the fields, whether plowed or pastured, but one can work in the forest. If a farm is to keep the farmers busy (and the whole family are farmers in almost every case) then the longer the winter, the smaller the proportion of the work available can be work on field cropping.

Winter can be a time for craft work, including light manufacturing from the timber and other crops of the place. It can be a time for equipment repair and maintenance, and for making equipment when that is within the farmer's capacity. It can be a time for leisure, and where forest permits, for hunting and trapping. In folkore, it is a time for storing up sleep against the long summer work days. But especially, it is a time for forest work: Pruning, thinning, harvest, and perhaps even sawing lumber. Only the planting of seedlings (where needed) must be done at other times, and this can often fit into early spring when fields are too wet and half-frozen to work.

The Finnish winter being comparably long, Finnish divisions of land use between forest and field are something of a guide for Northern Ontario. Parnanen (1979: 86) states that the "average farm" contains 11 Ha in fields and 35 Ha in forest. Field area is 24% of total area; but this may not be as good a guide as the simple field area itself; since it would take about as much labour to work a field regardless of the size of one's forest. Further, Finnish farms enjoy higher prices for their products than farms in this region can expect (since they need not compete with areas like Southern Ontario, Southern B.C., and the better Prairie grain areas). At least, it seems appropriate to take either 24% of land area, or 11Ha, as the upper limit of field area in a mixed smallhold; but which to use depends on the subsistence process and the potential for selling cash crops.

Bioecological Principles:

E) Cyclical Integrity

We come now to the environment as a whole. There are more principles in ecology than there is room for in a decently brief submission, but three in particular have practical implications that it is dangerous to ignore: These are CYCLICAL INTEGRITY, DIVERSITY, and "CAUTION".

The cycles whose integrity is so important are nutrient cycles. The carbon cycle includes photosynthesis, and carbon can be exported from a piece of land with reasonable confidence that it will come back in the atmosphere. The hydrological cycle includes rainfall and

runoff; and photosynthesis includes the capture of hydrogen from water as well as the capture of carbon from the air (so the carbon exported can be combined with hydrogen and even oxygen with no permanent loss.) But an ecosystem also includes potassium, phosphorous, and other mineral cycles that, if broken, are not automatically re-closed from without; these nutrients do not naturally travel in the air.

When these cycles are closed--when their INTEGRITY is preserved--the nutrients return to the earth after passing time as part of a plant and perhaps one or more animals. When they are broken, the nutrients leave the site. They are replaced only by the weathering of rock, by human importation of fertilizers, or (in very very small amounts) by the parts of excreta, carcasses, and windblown leaves that represent nutrients from nearby sites. Recent research in Nova Scotia (Freedman et al, 1980) indicates that either conventional clearcutting or whole-tree removal takes nutrients from a glacil-soil site faster than Nature replaces them, gradually reducing the carrying capacity of the site.

(In a few favoured sites nutrients are brought in with water runoff or leached in in groundwater, and left. Swamps and "bottomland" may be so favoured--but if upstream sites are not in distress, the inputs will be quite small.)

To preserve the environmental quality of a holding of any size, the loss due to incomplete cyclical integrity must be made up by natural and artificial replacement...and artificial replacement at high rates usually entails loss of humus, an important organic soil component produced in the detritus part of the carbon cycle. Though cyclical integrity is never complete, it is usually high in a natural and undisturbed ecosystem--so high that the replacement processes are in fact buildup processes and the ecosystem gradually upgrades.

In a Northern smallhold, artificial replacement is expensive and should be kept to a minimum; while humus, as well as nutrients, should be conserved. Thus, practices maximizing cyclical integrity are desirable for that reason. An example might be the exportation of boards rather than logs (the bark contains reltaively much of the nutrients, and every bit of wood retained is that much higher cyclical integrity); or the sale of meat rather than animals, of fuel alcohol rather than fuel wood.

F) Diversity

A diverse ecosystem is one containing relatively many species of relatively many different ages, and with relatively much intraspecies variation. Conventional agriculture and forestry tend to have low diversity, and for that reason to

run high risks of disease and pest damage. Nature abhohrs monocultures as she does vacuums.

The more mechanized and the larger scale an operation, the more likely it is to have low diversity. Smallholds tend to have diversity of biological species because they have a diversity of uses for their production, and thus want to produce a diversity of "crops." Since their work scale is small, the loss of economies of large scale is little or no real loss. The efficiencies of diversity are gained, and though subtler, they can enhance productivity significantly.

Human ecology also follows the diversity principle; there is "insurance" in having a diversity of subsistence activities and products, and when work is done at small scale, these can be placed in the sites whose peculiarities best fit them. Natural environments are irregular, and virtually any large area is ill-fit if put all to the same use. The smallhold can include a bit of grain and some vegetables, and a few livestock, on those small parts of a timber holding that are suitable for such use. The large bureaucratic operation cannot, because while worthwhile for the table or local sale, they are not worth producing for the market...nor worth the trouble of organizing with hired labour. The efficiency of large scale includes a cost for imperfect fit of use to site, as well as the risks of the monoculture.

G) Ecological Caution

Weather, and fortune generally, vary from year to year. To plan on good fortune is to overstep occasionally--perhaps frequently. Trees do not grow at full speed and "harden off" at the last moment; they behave as if conservative. Those of their ancestors that did so reproduced more successfully--the non-conservative specimens tended to be killed or cut far back by occasional cold, dry, or otherwise unfavourable years.

Analogously, animals usually keep some energy in reserve rather than spending all on reproduction. Humans have been advised to do likewise in view of the imperfect stability of climate (Schneider and Mesirow, 1976). (Even those salmon who die after spawning usually have considerable flesh at that time.)

Applied to smallhold design, the principle of caution implies that land area specifications should be ample rather than precise, as should crop planning. Reserves should exist against bad years and bad luck. (In time planning, the provision of leisure time is such a reserve!)

II. Social and Ecological Data: Present Conditions

The present population of "Ontario North of 50" is 25,000 (Royal Commission, n.d., based on Census of Canada, 1971). With mining and forest industry layoffs exceeding hirings for the past two years, it would seem that these population figures are high rather than low estimates of the carrying capacity of the subregion (and, arguably, of all Northern Ontario) under present economic arrangements.

Forest productivity is low. Working from Ontario Government data (West Patricia Land Use Plan), annual productivities are calculated to be .42 cunits (.34 cords or 1.19 cu m) per hectare for the Red Lake district, and .33 cunits (.26 cords, .94 cu m) per hectare for the Sioux Lookout district. Data for the Lake St. Joseph areas were not available in (West Patricia Land Use Plan). By way of comparison, Finnish productivity avarages 2.9 cu m (1.02 cunits) per hectare per year (Parnanen, 1979: 20); while Sweden's is 3.4 (1.2 cunits; Swedish Institute, 1980). The production capacity in Northern Sweden would seem a conservative estimate of the potential of the area between Ontario's latitudes 50-52 (northern Sweden is nearly 15 degrees farther north, and our soils seem to run better, e.g. Polkki, 1978). This the Swedish Institute (1980) estimates to be 2 cu m/ha/year...or at least double the present productivity.

The soils of the region are generally fair to poor for agriculture. However, small areas of good farmaland exist (Acres, 1975; West Patricia Land Use Plan; cf. Thunder Bay District Land Use Plan; North Bay District Land Use Plan) as in the Thunder Bay and North Bay districts. And, as noted in these sources, small pockets of clay, silt, loam, and peat soils exist scattered through otherwise unsuitable areas, so that gardening is probably feasible anywhere forestry can support the household "exports."(Carmean, 1982; cf. Acres, 1975).

The small mapped area of the region must be used as a basis for estimating the overall character of the ground. It would seem to be substantially "ground moraine with minor silty to clayey lacustrine deposits" and "lacustrine deposits: varved clay, silt, sand." Also note "Sand: Probably with outwash and lacustrine deposits" and "recessional moraine: Clayey silt, clay, sand, gravel, boulders." All the lacustrine and clay-silt entries indicate potential fields. They need make up less than 5% of a holding of 200 Ha to feed the household.

(The ratio of field to forest will be the lesser of that dictated by soils and that dictated by climate (see

below.) and to be conservative, land estimates for mixed forest-farm households will be based on the assumption that field-crop exports will be insignificant. This will lead to estimates far larger than those for Finnish smallholds, though these are plainly viable. When comparable estimates are made for Finnish conditions, including fewer heating degree-days and higher fuel, food, and pulp prices, the sizes required for comfortable subsistence are indeed quite a bit smaller. Cf. Leskinen, 1979)

A rough reading of Figure 3 (Acres, 1975) sugests that 60% of the land classified is suitable for forestry plus subsistence farming; 10-15% is suitable for farming plus forestry for own use; and 25-30% unsuitable for homesteas. Site class data in the West Patricia Land Use Plan indicate that the total of areas of Site Class 3 and "Protection Forest" lands make up 30-35% of the overall area. Since defining this land as unsuitable is a slightly harsh definition, it will be conservative-- and rather close to the definition derived from the Acres chart, if we exclude 1/3 of the land as unsuitable.

Using estimates which have been biased so as to overestimate when in doubt, we should automatically provide, both in private holdings and in the land deemed unsuitable and not allocated, wilderness allowances. These have been advocated by knowledgable scientists in fields ranging from ecology to climatology (e.g. the Ehrlichs, Catton, and Schneider.)

III. SMALLHOLD DESIGNS:

Estimating Land Area:

In determining land area, the general food needs of a family were used to estimate crop area requirements; the energy needs were used (along with increment-per-year data) to estimate woodlot requirements; and the area required to provide, by selling pulpwood or fuel alcohol, an income of $15,000 was estimated from productivity and price figures. There is little good data on the proportion of land which is indeed fit for sustained forestry, but estimates were made from site class data and geologic maps. The land appears to be about two-thirds fit for homesteading.

The land allowance for food production (on forest holdings) was estimated using Canada and Ontario Government publications (Agriculture Canada 1969, 1970; Forsyth et al, 1978; Harris, 1976; Ontario Ministry of Agriculture and Food, n.d.) The estimates are rather higher than the Finnish mean field area per farm (Leskinen, 1979; Tilauskeskus, 1980); and the Finnish farms feed many people beyond their occupants--another indication that this estimating practice is conservative and gives a population which the land can reasonably be expected to support, given markets for the cash crops.

However, since world trade is not promising these days, it might be wise not to actively seek additional population for the region on the basis of these estimates. The rate at which existing residents, and those who come spontaneously, will take up smallholding is likely to be conservative itself; and this should allow room to accomodate unforeseen external conditions.

TECHNOLOGY AND DESIGN:

Common features to all smallholds

Though renewable-resource living will resemble smallholdings of the past in many ways (cf Ophuls, 1976: 113), they need duplicate the past. There are many important technologies that will enable modern smallholders to live much better from the same amount of land and labour, than would have been possible even two generations ago. These technologies range from well-sealed double and triple glazing to alcohol fuelmaking; from indoor lemon trees and window-box tomatoes to specially designed, partially underground greenhouses. Most of the technological design features will be the same for all the proposed designs.

Housing:

For example; in all areas the house should be backed into a south or southeast slope if one is available, with a conifer windbreak just to the north of it if it is near the top of the hill. The roof ridge should run more north-south than east-west, unless a saltbox design is used with space for solar collectors on the short, steep south-facing roof. This will give maximum space for south-facing windows which can serve as passive solar heating boosters in winter...and which can provide sunshine for growing small but significant amounts of fresh winter vegetable food. Below the first-storey windows attatchment should be provided for a cold-frame which can extend the growing season further than can a freestanding or detatched buried greenhouse (because it captures some warmth from the leakage of household space heat. Experience in and near Thunder Bay suggests that a full-scale attatched greenhouse is a desirable amenity but will not produce food through the winter without a very large energy subsidy.)

The windows should be double glazed and fitted with easily moved nighttime insulation during winter. Simple manually placed panels fitting the window recesses, or sliding on tracks, seem more suitable than elaborate mechanical systems like "beadwall," since one sociological design criterion is that the household be able to maintain all or nearly all its equipment.

Greenhouses, including coldframes attatched to the house, should total 10-20 sq. m. in area to provide early and late salad and tomatoes. Additional area is desirable, of course. Coldframes attatched to the house will be very effective in spring and fall, but in summer may conflict with the desire to shade sunny-side windows (and keep the house comfortably cool.)

Energy:

It is axiomatic that a subsistence smallhold will harvest rather than buy energy; and indeed energy is an alternative to timber as a cash crop derived from the forest. Ecologically, the sale of liquid fuel (mainly several alcohols) derived from wood is superior to the sale of fuel wood for reasons of Cyclical Integrity. The remarks and estimates which follow indicate feasibility but do not necessarily describe the most desirable technical paths, since there are very many alternatives under development and a final comparative evaluation is still years away.

All designs presume wood heat and fuel systems, integrated with the forest or woodlot so that limbs too small for timber are used in catalytic roundwood heaters or furnaces; slabs and small branches are used in cookstove and gasifier, and sawdust (and perhaps leafage and chipped

small stems) are used in a biological process producing a butanol or mixed-alcohol fuel. Electricity, which is very important for lighting and small motors, can be produced by a motor and generator burning producer gas, as an adjunct to the gasification stage of a wood-to-methanol system suited to home scale. It can also be produced by a steam generator (the steam being produced by the heating furnace --these units are advertised off-the-shelf in U.S. publications, and a homemade edition is described in HARROWSITH # 42: ??-81.) or photoelectrically. Photovoltaics and steam generation have complementary peak seasons. The system will be assumed to produce 60Hz AC current and store surplus in 12V batteries; the lights will be partly or wholly 12VDC units which can run without starting the generator. An inverter will be employed if photovoltaics are used in summer since they produce DC...otherwise, large-draw items will be AC and small-draw items, DC.

Fuel alcohol can be made from wood, the main obstacle being legal rather than technical (Harrowsmith #35; etc.) If distillation is NOT used as the means of separating alcohol from water, however, but chemical means are used instead; then usually any ethanol obtained will be "denatured" automatically. That is, even during separation from water, it will be mixed with poisonous alcohols beyond all hope of recreational drinking. Chemical separation has been successfully benchtested(Thomas, 1982). One system produces 1.5 gallons of mixed methanol, ethanol, and butanol, fit for fuel and only for fuel, from each cubic foot of wood (Macmillan, 1982. With the help of Shelton and Shapiro, 1976, the wood was calcualted to be one of the light-density woods such as aspen, certainly lighter than birch). The distilltion stage can be replaced with chemical separation at a small energy SAVING.

These technologies will permit smallholders to produce more energy than they consume, selling the surplus to towns or even out-of-region. Poplar and balsam fir, for instance, can yield 110-120 gallons of fuel grade alcohol per cord. Thus, if one half cord per acre can be grown, 50 gallons of fuel per acre can be produced (assuming 10% cost for harvest and noting that the alcohol production process consumes the heat contained in the waste.) The process is an uneven user of labour and simultaneously labour intensive; it is thus much more suited to a smallhold where people each do many kinds of work than to a bueaucratic organization with specialized time-scheduled labour.

(An important consideration that cannot be addressed from experience is the energy cost of shipping alcohol fuel. If gas and oil can be collected and pipelined, so can fuel alcohol if the surplus is large. Unit trains may also provide an energy-delivery system that consumes little enough of the energy to be sensible; of truck tankers I am not so sure.) In a world where ordinary export markets seem

to be shrinking or closing their doors (CBC News, 12 October 1982); energy is a potentially important alternative cash-crop use of wood.

Taxes as a factor in fuel prices have been ignored. In the United States they are often "forgiven" on fuel alcohol as an incentive to repalace imported oil; and a similar incentive is appropriate in Canada presently. Since the energy agreement calls for quite high fuel prices by the end of the decade, it is likely that by then normal revenue taxes (other than for conservation, equalization, and for special projects such as Dome and Petrofina) can be paid while fuel alcohol still offers a good living as a cash crop.

There is some indication that deciduous sprouts (which have been called "moose pasture" by Northerners for many years) can be ensiled to feed livestock and thus raise meat (Spelt, 1972: 40-42; Carmean, 1982). Leaves may similarly be potential fodder. While the cost of feeding stock over winter is a major deterrent to cash-crop livestock raising in these very long winter areas, there seems to be some hope that eventually this can be done with forest-derived feeds, at least for local meat production. (Note: Problems of a feed-based off taste in the meat could exist, so animals might be fit for slaughter only after a summer of pasture feeding.)

SOCIOLOGY AND DESIGN:
The Use of Time

Since there is a great deal of labour involved in subsistence farming, it might fairly be asked if people can get all the work done while retaining health and sanity. Recent Finnish data (Niemi, Kiiski, and Liikkainen, 1981) indicate that they can. "Farmers on own account", most of whom are smallholders by our criteria, work 41 hours per week (men 48, women 32) at their farming. This is more than other workers do, especially for the men; but part of this is repaid by the absence of commuting time demand. (Some work, also, may duplicate what nonfarmers do as household chores or hobbies.) These farmers have slightly less free time than other employed people: 4 hours per day for the women and 4.6 for the men

The labour itself is demanding but varied and challenging, at least for the most part; and the general consensus in folklore and current public talk is that it is more enjoyable than most nonfarm work. This is what one would predict from the fact that it better approximates the environment in which humans evolved. To be sure, there are unpleasant parts to it, such as weeding sugar beets by hand; but much of it carries aesthetic satisfaction, the regular reward of meeting a challenge successfully, exer-

cise for the body, and variety. I can say from personal experience that some "farm work" is done from the same voluntary motivation that makes suburbanites garden; and that consistently, some of this work can be experienced as satisfying. In this sense the smallholder has a professional's motivations and pleasures.

The Northern Ontario smallholder may not be able to work as efficiently as the Finn, at least initially. The land will not be as well cared-for, and the average Finn may experience a bit better growing conditions (longer days and perhaps more consecutive days frost free) for row crops. This may be offset by a larger land area in the proposed designs, lessening the pressure for high performance over all the area; and allowing for an energy surplus greater than the Finn can expect.

In choosing crops and technologies, the following social philosophical principles will be used, not absolutely, but as preferred options:

1. Let Nature do as much of the work as possible. (At some time in this submission Ophuls' distinction (1976: 228-229) between design and planning should be mentioned. Design specifications are by nature easily policed and good designs produce their result automatically; while plans attempt to actively manage a process, thus taking much effort in administration. To say "let Nature do the work" is almost to say "don't plan, design.")

2. Keep out of debt ("remember Dome"?)

3. Use equipment that can be maintained by the people living on the place, or failing that, by someone living nearby who is cleverer with that particular technology.

4. Be self-sufficient in preference to buying needs

5. At least sustain, and preferably improve, the productivity and ecological stability of the land.

IV. DESIGN SPECIFICATIONS:

A) Forest Smallhold #1 -- Near Red Lake

1. Land area required

The potential productivity of this land is between 2 and 2.5 cu m/Ha/ yr; we shall use the conservative lower figure (which is based on northern Sweden and mid-northern Finland, and about double the preseent growth rate.) If the wood be sold on delivery contract at $70. /cord, this means a yield of $35-45 / Ha /yr. To earn $15,000 one would need 195-240 Ha... or 480-600 Acres. (Note that this is at least 3 times the size of the 160 Acre homestead allotment of the immediate postwar years!; cf. Millar, 1981). Using this crude estimating procedure implies that wood can be delivered to the mill at zero cost, which is false; at least 100 A are needed (at these prices) to provide fuel and pay for maintenance of the delivery truck and logging gear..even if harvesting energy is assumed to come from slash.

Since clearcutting degrades glaciated land faster than the land recovers by weathering of rock (Freedman et al, 1980); the estimate might need further incrementation to allow for slower harvest and-or the purchase of replacement nutrients. Doubling the 400 A required for pulp sales should give an area large enough to yield the pulp crop, plus household energy and food as well as allowances for these "imports."

However, selling pulp at these prices is not the best use of the land, either economically or environmentally. Tables 1a and 1b indicate that if fuel alcohol can be sold for $.35 per litre (about $.15 below the Thunder Bay price of unleaded gasoline on October 24, 1982) this fuel can be derived at 2/3 efficiency from the production of 105-135 Ha (260 - 335 A). Alcohol production further returns the bulk of the nutrients contained in the wood feedstock to the land; so fertilizer input needs are far less.

Household energy (detailed in Tables 1a and 1b) requires the production of another 24-30 Ha; bringing the total to 130-165 Ha. Food may require 10 Ha; the estimates in the table in the Appendix are overestimates (see above). Considering that many sites will have some bad land in them, 200 Ha (two square kilometre, or about 500 A) sites would seem appropriate. This is rather larger than the mean Ontario farm size (175 A = 71 Ha) but smaller than the average Manitoba farm size (654 A = 265 Ha).

2. Uses of land

Pulp growing will persist only if it is the most productive use of the forest. If sawlogs are produced and they fetch more (either before or after being sawn) than

they would as pulp; then they will be selected out and sawn. If energy prices mean a higher dollar yield per acre growing fuel feedstock and making mixed-alcohol fuel, then this will be done. Thus, the price of pulp may be driven upward by the competition of alternative uses of wood (and this would occur under bureaucratic as well as smallhold forest tenure.)

(Those familiar with the markups in distributive enterprise may consider the imputed price of fuel alcohol to be too high. I assume co-operative marketing (see Impacts, below) and remind the reader that in Finland and other non-oil-producing European countries, the price of fuel has run as high as $.75 per litre already; it is scheduled to exceed $.75 per litre in this decade under Canadian energy planning.)

The pulp industry faces shrinking demand as recycling becomes institutionalized and costs--due to scarce timber and competing alternative uses of wood--rise.

Specifically, Table 4 gives the fuel-alcohol prices for which $50, $60, $75, and $100 pulp is equally profitable with alcohol distillation assuming the estimates of Marshall, et al are valid, distillation is 2/3 efficient (capital and maintenance costs take 1/3 of the alcohol distilled), and delivery of alcohol is less costly than delivery of pulp.

The amount of land put in fields will be such that the productivity of labour is maximized, up to the amount of work the people are willing to do. Finnish data, while only suggestive, suggest an area of 11 Ha per holding and 41 hours of work per week. However, Finnish food markets, like Finnish pulp markets, return more to the farmer than do those in Canada, and the Canadian prices are unlikely to fully catch up because of differences in both supply and (European) demand.

3. Allocation of Household Time:

Work is likely to take more time initially than in the Finnish time budget studies (Niemi et al, 1981); but this may be largely at the expense of organizational activity. Sociability may be combined with work at building-raisings and other "bees" such as were common in American frontier life. The Finnish figure of 41 hours per week may be compared with the weekly total of 168; the total after 8 hours sleep per night (112) and after allowing 2 hours more per day for eating and care of the body (98).

Of course, there is housework that cannot be evaded, and very young children need time; an 80-90 hour workweek is possible only for childless enthusiasts. But there is a

good deal of room for extra work at the beginning if young, childless, and enthusiastic people are starting out.

As an area matures, work and leisure figures should approach the Finnish data.

4. Energy and nutrient flows

Energy and nutrients will leave the farm gate in the form of fuel and perhaps wood, as well as in the form of a few field crops. The more processed the wood, the greater the cyclical integrity. As fertilizer costs rise, the value of sawing or fuelmaking increase.

Specifically, 42850 litres of fuel alcohol which is half methanol (Marshall et al, 1975: ii) average about 83,000 BTU/gallon, or 18,260 BTU/l. Thus 8.8 (10 E8) or 88 million BTU per year leave the holding as liquid fuel. Their nutrient content, however, consists almost entirely of atmospherically transported elements: Carbon, hydrogen, and oxygen. Cyclical integrity is high when hydrocarbons are the main cash crop! Fertilizer will doubtless be bought for improvement of the soil (no Class I agricultural soil has been identified in the study area!) but very little will be needed to replace cycle losses as long as these are limited to small amounts exported in the sale of foodstuffs and even boards.

5. Costs of non-land factors of production (capital and maintenance)

This may be crudely estimated from Statistics Canada (1981) data on farm capital. The Canada-wide average for "machinery and equipment" is $39,0000 and this excludes buildings. However, it will probably do as a maximum start-up cost

One assumes that the buildings will be constructed from lumber sawn on the site or occasionally from logs; and that cash investment in buildings will be limited to metal, glass, and plastic technology (ranging in sophistication from nails to computers.) Some machinery and equipment will probably be home-built; some can probably be shared initial-ly until cash flow permits each holding to have its own; some can probably be shared indefinitely.

Articles in "back-to-the-land" magazines (MOTHER EARTH NEWS, HARROWSMITH, etc.) often describe homemade equipment whose dollar cost is a small fraction of the cost of "normal" equipment. As of this writing, the impact of such improvisation, and of "scrounging," has not been adequately estimated in money terms. Subjectively, I would estimate startup costs, other than land, to be at least $15,000 - 25,000 per household.

6. Imports and Exports

Salt, some manufactures, some fertilizer chemicals, maintenace supplies for machinery, much replacement equipment, books and paper goods, medicines and limited professional services must be "imported." They should cost far less than $5,000 per year. Optional imports will normally be more important: Winter fresh fruits and vegetables occasionally, and a variety of luxury and convenience goods. Imported through the farm gate, but made nearby in all probability, will be various simple craft and mechanical items, sheet metal, welding rods, nails, cloth....

Fuel alcohol, lumber, frequently pulp, and perhaps craft products will be exported from a typical smallhold. In good years crops will be exportable, especially surplus wool, hides, extra meat and eggs, cool- weather crops such as brassicas and root vegetables. If forest based silage can be devised, this will make it possible to export meat and milk. (Finland has proven that a cold climate area can export milk products.) The milk will probably be exported as cheese and-or dry powder. Because of the modest urban population of the region, if a significant fraction of the smallholds produce milk, most will have to travel a long way to market

Fish, furs, and game may provide limited exports, as they do today.

7. Social Life

The family structure will probably follow the STEM pattern which prevailed in traditional Quebec and persists today in Scandinavia. In each generation of a stem family, one child is chosen to inherit the land; and that child and a spouse thereof become the heads of the clan upon retirement of the inheritor's parent(s). Siblings may remain on the homestead as long as they are single, but must leave in order to marry (or more to the point, to procreate.)

The stem family provides a population limiting device in the limitation of fertility to one pair per homestead per generation. It provides a minor eugenic mechanism in that the heir is selected by the clan or the parents, who avoid incompetents. And it avoids the pauperization of non-chosen siblings while providing those who are energetic with a strong motivation to leave the homestead.

It is on the basis of a stem-family assumption that I project a household size of 5 to 8: 1 elder, two parents, and from two to five siblings and growing children.

Social control will be centred in the family and the neigbour groups, and will be almost entirely interpersonal. Policing will be seen as much in terms of protecting the locals from outsiders, and enforcing the community's wishes, as in terms of any more general legislation.

Other institutions will have greater importance than in most of Ontario today: The church usually serves as social centre in rural areas, (or failing that, the co-operative or a community club does.) Education will be more closely integrated with the community than is the case with large Boards; and cenralization will be strongly resisted if attempted. The economic institution will be smaller than we know it, and political interest will be locally centred; indeed, extra- familial life will be largely local, with one main exception.

The electronic media will be available to these people, and information exchange will follow lines of interest rather than geographic proximity. Thus, people in these isolated homesteads can be as informed as people in Thunder Bay are today, or a bit more so...and their thinking need not be limited to their personal ties. Rural ignorance is unnecessary, and among people with ample means of subsistence and some leisure time, unlikely.

B) Forest Smallhold near Sioux Lookout

1. Land area required

The potential productivity of this land, as in Red Lake, is between 2 and 2.5 cu m/Ha/ yr; as in Red Lake, selling pulp at these prices is not the best use of the land; tables 2a and 2b indicate that if fuel alcohol can be sold for $.35 per litre (about $.15 below the Thunder Bay price of unlead-ed gasoline on October 24, 1982) this fuel can be derived at 2/3 efficiency from the production of 105-135 Ha (260 - 335 A)...with the maintenance of cyclical integrity.

Household energy needs (detailed in Tables 2a and 2b) are only slightly lower due to the marginally smaller heating demand. The other components of household energy demand are so little affected by the site that assumptions have not been changed. Again, land needs total 130-165 Ha. Considering that many sites will have some bad land in them, 200 Ha (two square kilometre, or about 500 A) sites again seem appropriate.

2. Uses of land

Energy prices mean a higher dollar yield per acre growing fuel feedstock and making mixed-alcohol fuel, and this use is assumed. The amount of land put in fields will

be similar to that for Red Lake. Sioux Lookout is minimally warmer and wetter and the crop mix may tend slightly away from grain and toward potatoes and vegetables. Using the Finnish data, which suggest 11 Ha per holding, the field allotment fits within the difference between 165 and 200 Ha (see above).

3. Allocation of Household Time: a)work

The Finnish time budget data are about all we have as a guide. It seems feasible for people to get their work done but the 30 hours free time may not characterize people just starting.

b)leisure: Same comments.

4. Energy and nutrient flows

Again, the principal energy outflow consists in 42860 L of fuel alcohol which as half methanol (Marshall et al, 1975: ii) average about 83,000 BTU/gallon, or 18,260 BTU/l. Thus 8.8 (10 E8) or 88 million BTU per year leave the holding as liquid fuel. Their nutrient content, however, consists almost entirely of atmospherically transported elements; fertilizer will doubtless be bought for improvement of the soil but very little will be needed to replace cycle losses as long as these are limited to small amounts exported in the sale of foodstuffs and even boards.

5. Costs of non-land factors of production (capital and maintenance) and 6: Imports and Exports

These do not differ significantly from those for Red Lake. Both these areas are desirable sites for pilot projects in smallholding.

7. Social Life

The stem family is likely to prevail in all three sites, for obvious reasons. Institutional and folk patterns will be similarly balanced, but some outward folkways, such as dress and speech, may come to differ even over a few hundred kilometres. Electronic communication may limit this differentiation of folkways, but one could expect the development, for instance, of distinctive subregional costumes and argot.

C) Mainly Forest Smallhold near Lake St. Joseph

1. Land area required

The potential productivity of this land is between 1.7 and 2 cu m/Ha/ yr; the price of pulp shall be assumed to be the same (despite a more difficult trip to market.) Again, selling pulp at these prices is not the best use of the land, even with a lower assumed price for fuel of $.30 per litre (about $.20 below the Thunder Bay price of unleaded gasoline on October 24, 1982). If fuel can be derived at 2/3 efficiency a $15,000 income can be gained from the production of 155-185 Ha (380 - 460 A). As above, the benefit of cyclical integrity is also in favour of alcohol production, which returns nearly all the nutrients contained in the wood feedstock to the land; so fertilizer input needs are far less.

Household energy (detailed in Tables 3a and 3b) in this area requires the production of another 30-36 Ha; bringing the total to 185-220 Ha. Considering that many sites will have some bad land in them, 250 Ha (two and one-half square kilometres, or about 625 A) sites would seem appropriate. This is larger the Red Lake and Sioux Lookout allowances, but still smaller than the average Manitoba farm size (654 A = 265 Ha).

2. Uses of land

Even at this lower assumed fuel price, fuel is a much more productive use of the forest. Compare the Ha column under "fuel sales" and "pulpwood sales" in Tables 1a -- 3b, as well as the trade-off points in Table 4. Even in Lake St. Joseph fuel growing seems likely to be more remunerative as soon as the fuel can be marketed. Energy prices mean a higher dollar yield per acre and lower nutrient losses in all sites (and would north of 53, unless transport costs were far lower for pulp. There is no reason to expect that they would be.)

The amount of land put in fields will be limited to production for use unless a market for some crop can be found...and that means a market to which remote people can economically ship. Such markets may well exist for meat and cheese; but long-term future prices for these foods are too unpredictable for me to use them as a basis for land use estimation. Finnish data, while only suggestive, are as good as any basis; they suggest an area of 11 Ha per holding. This fits, as in the cases above, within the difference between estimated land needs and estimated allotment--though it should be noted that where bad land is noe than a tiny fraction of the total the allotments should be made accordingly generous.

3. Allocation of Household Time: Similar to Red Lake and Sioux Lookout.

4. Energy and nutrient flows

Energy sales must increase as energy prices decline if a Lake St. Joseph area household is to earn as much as one in the more favoured areas. Thus, 50000 litres of fuel alcohol which is half methanol (Marshall et al, 1975: ii) are assumed exported; these average about 18,260 BTU/l. Thus some 91 million BTU per year leave the holding as liquid fuel. Their nutrient content, however, includes few non-atmospherically transported elements: Cyclical integrity is high, and though fertilizer should be bought for improvement of the soil; again, very little will be needed to replace cycle losses as long as these are limited to small amounts exported in the sale of foodstuffs and boards.

5. Costs of non-land factors of production (capital and maintenance)

... need not differ significantly from the other two sites.

6. Imports and Exports

The patterns described for Red Lake and Sioux Lookout will be substantially followed here. However, this site is a bit more isolated, so optional imports will probably be fewer. More folk crafts and distinctive habits can be expected--though none of these regions will appear anything but "folky" or "funky" to urbanites.

7. Social Life

Again, a predominantly stem family pattern is to be expected. Slightly greater isolation from main transport lines may make the customs of this region a bit more distinctive, but the folk character of all three will be great. At the same time, modern communication technology will leave Lake St. Joseph, and even points far more isolated, in touch with the world in a way that rural Germany or rural England was not in touch during the 19th Century, nor rural Canada before the War.

D) Row-Crop/Grazing Smallhold

1. Land area required:

The carrying capacity of pasture land in this very short season area is 1 milk cow per hectare; with winter feed (hay and grain) nearly three Ha are needed per cow, or 0.35 cow units per hectare. It is estimated here that a milk cow will produce 3,500 L of milk per year; if it can

be sold for $2,000 then 8-9 cattle will provide $15,000 and 20 cattle will provide $40,000 gross (and likely will produce $15,000 net if debt charges do not intervene.) 9 cattle require 26 Ha; 20 cattle require 57 Ha. To this must be added the land required to provide the energy (so a higher gross is not needed to net $ 15,000 per year.) Thus, 29 Ha will be added for energy forest, giving a total of 86 Ha--or, rounding to allow for "bad land" and growing one's own food, 100 Ha.

(Dairy opportunities will be few. Beef cannot provide the per-Ha yields of money that dairying can, and as we shall see, dairying does about as well as "energy farming" if fuel prices follow the trends in the Federal-Alberta energy agreement.)

In practice, cattle would not necessarily be the stock of choice. Finnish native sheep and at least one other breed are hardy and prolific--several lambs per pregnancy--and can produce a meat crop in one year to the steer's two. Sheep are browsers and can convert leafage a bit better than cattle. Canada presently imports lamb, so a domestic potential market exists. Cow unit estimates should be conservative for well-chosen sheep.

Only barley and perhaps winter rye, of the grains, will mature in this area (Chapman and Thomas, 1968: 16-18) and if the average net incomes of Prairie farms in 1979 are any guide, they are not very profitable. Mean gross farm income for all Canada in that year was $43,750; and mean net income only $11,000. The Prairie farms, being larger, had higher gross, but about the same net, incomes.

Fuel growing is a possibility, at least as long as the Canadian urban population is large and can find money to buy. (Grain farmers to the west might also find it profitable to buy fuel and sell grain abroad--when the Western oil deposits run low or their price exceeds that of grown fuel.) Thomas grew enough white mangels to produce 300 gallons (approx. 1365 L) of ethanol on an acre of marginal land (Harrowsmith 35); an earlier issue (HARROWSMITH 19) reported that the following crops had yields of alcohol as: Wheat, 61G; Corn 196; Potatoes 206; Sugar beets 274.

Since it requires more energy and work to husband an acre of field than of timber, let us assume that 50% of the fuel produced is gain after fueling the equipment and paying for its depreciation and maintenance. Since potatoes will grow, but perhaps not as prolifically as in Southern Ontario where Harrowsmith is written, let us assume a yield of 150 gallons (680 L) per acre, or net 75 gallons (340 L). Income per acre will vary with the price for which fuel can be sold; we assume 35 cents per litre. The per-acre yield in dollars, labour not yet paid, is $119. To earn $15,000 one would need 126 A ,or 51 Ha (plus woodlot, plus garden)

if relying on fuel and these assumptions.

Following the conservative tendencies shown above, I would recommend a smallhold size of 100 Ha or larger for field culture; this is smaller than the average size of farms in all provinces save Quebec and Ontario (Statistics Canada, 1981). Most Quebec and Ontario farms are in far better climates than the one being considered; and indeed this proposed size is only plausible if alcohol fuel can be the crop.

A vegetable operation, near a town, might find a market. Only cool-weather crops may be grown in these seasons, however, and a straight vegetable operation would find stiff competition in the surpluses of local home gardens during good years. No city large enough to support market vegetable gardening exists near or north of 50 in Ontario, and this crop strategy is not recommended...certainly not in a context where smallholds including but not predominantly vegetable garden will be competing. Meat, grain, and other bulk crops are the plausible choices.

2. Uses of land

Considering the above estimates, I would suggest primarily energy farming, with some meat and perhaps vegetables, cheese, or grain. Initially, energy and grazing might combine, since newly cleared land tends to have high populations of weeds and hardwood suckers (Spelt, 1972, historically).

3. Allocation of Household Time: a)work

Finnish data (Niemi et al, 1981) indicate that 30-55 hours of farm work, and 10-35 hours of housework, are to be expected per person per week. Work will be very intense at times such as harvest and haying.

b)leisure

Finnish farmers take about 30 hours per week as free time. No Canadian time-budget data were found with which to compare this, but it seems like more than this submitter has enjoyed in any recent week, so I don't feel sorry for the smallholder on point of leisure.

4. Energy and nutrient flows

Energy flows are largely a matter of sunfall on the incoming side and amount of fuel shipped on the outgoing side. Food makes a small difference. Like the forest holders in the same areas, these people will ship some 43,000 L of

fuel, or 88 million BTU, per year--where today most Canadian farmers import several million BTU annually. Dairy and meat growers will ship more nutrients, probably to the point of needing small replacement fertilizer purchases, but less energy.

5. Costs of non-land factors of production (capital and maintenance)

The estimates above were based on Agriculture Canada data; I suspect they will be low for field farmers though high for forest holders, because arable farming seems to need a greater amount and variety of machines, and fancier buildings.

6. Imports and Exports

These are much the same, except that technology will probably be more often purchased and less often made.

7. Social Life

... will be something between the very "folk" lives of the forest holders and present-day Canadian farming. Emotional ties will be local, but electronic communications will keep provincialism to a minimum. Family and other institutions will be stronger or weaker as previously noted.

E) Discussion of Feasibility

1. Land area required

...is estimated from current productivities. Finnish data (Finnish Forestry Institute, 1976; Hahtola 1967, 1973) indicate that good smallholders are more productive than formal organizations whether government or "private." Thus these estimates should be conservative. Specifically, if productivity were raised to the Finnish figure of 3.4 cu m/Ha/yr, this would mean a forest area of 150 Ha or less would be adequate.

2. Uses of land

I would hope that most smallholds pursued a diverse strategy: Some forestry, some livestock, some field crops. The land is now forested, so the other parts of the mix will come into production gradually. This means that if meat could not be raised cheaply enough to sell it would only be raised for home consumption; and if potatoes could not be raised cheaply enough to sell.... Such novel and inade-

quately tested strategies as feeding leaves and tree stems to livestock would be tested in the field on herds or areas small enough that failure would not be disaster.

I would tend to predict modest numbers of livestock and modest areas of field crops, so planned that in a really bad year there would be just enough to feed the household and in a good year there would be ample to sell. The estimated areas given for gardens and pastures generally should provide these amounts.

3. Allocation of Household Time: a)work

The Finnish time budget data are about all we have as a guide. It seems feasible for people to get their work done but the 30 hours free time may not characterize people just starting.

b)leisure: Same comments.

4. Energy and nutrient flows

The energy flows are a small fraction of the solar inflow and seem very unlikely to be a problem. The crucial nutrient flows for fuel producing smallholds will be almost entirely cyclical...which means a stable sound ecosystem that can sustain the smallhold indefinitely.

5. Costs of non-land factors of production (capital and maintenance)

Naturally, interest-free loans will help. But some people have savings, and some can improvise. Perhaps a way to start some people would be to give them contract work in the area--even cutting timber on land not allocated to smallholds, but also possibly making roads, planting company or Crown land, surveying, firefighting or salvaging after fires. I decline to predict how people coming in after 1990 will be financed.

6. Imports and Exports

Necessary imports are few enough that the smallholding programme seems feasible.

7. Social Life

People have lived in such situations before, and do today in Scandinavia. While most displaced workers over 30 are not suited for the change, many young unemployed and many

people now in the school system with little prospect of a good job may indeed find this a "lifestyle" more rewarding overall than the urban alternatives.

F) Smallholding North of 52?

The farther north one goes, the lower the productivity of the land, the higher the cost of transporting crops to market (including, of course, fuel crops), the higher the cost of importing goods, and the poorer the transportation network. At some point the labour required to get a living from the forest approaches the maximum one can do, as the trees get smaller, the hauls longer, and the costs higher. Of course, renewable-resource technology is relatively prim -itive right now and the "cutoff point" at which family forestry ceases to be viable will move north as the technology improves.

But it will not move indefinitely northward, if the climate stays the same. Impressionistically, I would guess that the ultimate northern limit of settlement will be the northern limit of sawlog growth--not a majority of stems fit to saw, but a serious minority. Where lumber cannot be grown, one of the main factors of self-sufficiency and one of the chief non-fuel crop possibilities is lost...in addition to thisd being an indiator of slow fuel growth and serious gardening limits. Not having travelled far enough north in Ontario, I cannot say where that is, but it seems from what I hear to be north of 52 in the west and near or even south of 52 some places in the east.

V. GENERAL ESTIMATES OF COMMUNITY IMPACT

A) Diversity: Smallholds versus one-industry towns

One of the objectives of the Commission is to find ways to strengthen and diversify the Northern economy (Terms of Reference &c, 1979: 3); the need to do this is great in an area of one- and even no-indutry towns (ibid: 7-8).

The subsistence orientation of a smallhold automaticaly increases its diversity and an economy with a large smallhold component is stronger and more stable than one founded on wage labour or public assistance. In addition, smallholds incline to form co-operatives, both for economic protection and expression (Martin, 1982a; Moussa, 1963; etc) and to do work whose scale need not be immense but which exceeds that of one or two holdings. For example, many kinds of food and wood processing are likely to have "co-op scale" rather than household scale. One social impact of smallhold tenure is likely to be village light industry.

If smallholders produce boards (and can produce modest amounts economically in irregular sizes) this favours furniture making. If they grow meat; this favours butchering and sausage making. Bookchin (1965) and Schumacher (1973) have pointed out that a much larger variety of industrial work can be done on small scale than most people realize. In a region with hydropower, such as this one has, few raw matrials need be sent out for finishing, though many ores may be in such supply as to be sold in addition to the amount processed locally. (The region could support at least one small steel mill; cf. Bookchin, 1977: 108-110. Many other metals would seem to be analogous to steel in this respect; while ores might be exported, finished metals need not be imported; a fraction of the ores could be finished locally with a fraction of the hydropower in the region.)

The organization of such activity is likely to be keyed to the smallholds which furnish the initial impetus and he initial market. The usual rural way of organizing collective effort is arguably the co-operative rather than the corporation or the central government. Co-operatives also operate small industrial plants, such as the plywood mills of the West Coast in Canada and the U.S.; and I would predict that many co-operative "firms" with varying kinds of manufacturing and distributive activities will develop in the region.

Co-operatives often perform buying and marketing for their members, which is one reason that the cost of marketing fuel is assumed to be low in the preceding

calculations. It is quite plausible that, since both smallholds and co-operatives are likely to have frugal values, the co-operative will often be the only business in town. The monopoly power involved will be effectively controlled by the working structure of the co-operative; the community members a private monopoly could plausibly exploit will be the members of the co-op.

: Biological diversity and the biotic environment

The ideal commercial pulpwood stand is of even age and one species; this minimizes harvesting costs. The ideal growing stand is of diverse age and species; this minimizes the risk of pests and disease spreading quickly through the stand; and often enables trees with differing nutrient demands and rooting patterns to jointly maximize their use of the soil.

Bureaucratic stand management tends to emphasize mass harvestability because this is possible at large scale; smallhold management tends to emphasize diversity for several reasons. First, the smallholder's flexibility in using time means that care of a diverse stand costs little more than care of a monoculture. Second, the diverse stand produces steadily; the monoculture, all at once; the smallholder prefers a more or less uniform income and a more or less uniform demand for labour, year to year. Third, the diverse stand produces a wide variety of timber, fuel, etc.; thus coming as close as possible to meeting each of the many kinds of "need for wood" encountered on the homestead. Fourth, this variety offers some protection against a depressed market for one particular product. Fifth, the disease risk is less and the smallholder cannot get any countervailing benefit from large-scale harvesting. Sixth but perhaps not last, the diverse stand is more aesthetic.

(Another benefit to the biotic environment is the lower risk of fire; occupied forest is less likely to see a fire burn long unnoticed and more likely to have volunteers fighting that fire shortly after it is noticed. In all Finland, in 1979, there were 350 forest fires totalling 465 Ha; from 1974-1979 the range in total area burned was from 345-801 Ha...and the total over six years was 3323 Ha, or just over .01% (one ten thousandth) of the total area subject to risk, which is 26.8 million Ha in all forests including "waste." (Statistical yearbook of Finland, 1979. Tilauskeskus, Helsinki, 1980, pp. 94, 103) This rate, which is far below the rate for Ontario for one year, was achieved despite a law expressly permitting access to all forest land for hiking, berrypicking, and mushrooming--but not for campfires.)

Trapping and fishing are important Native occupations and some allocation conflict may occur as between allowing trapers and fishers to use lands otherwise owned by smallholders; or alternatively allowing the smallholders to trap an sometimes fish for supplementary income. The selective cutting and stand tending to be expected of smallhold management would seem to make the forest a better trapping ground than would large-scale bureaucratic management. As for fishing, the care of the forest is reflected in the state of its waters; and poor management tends to degrade fishing (e.g. Martin and Buchholz, 1975).

B) Carrying Capacity: How many people can the region comfortably support?

The present population of the study region is 24,930 (Commission, n.d.). Recent layoffs in the forest and mining industries suggest that, with the present organization of primary production, that is about the carrying capacity of the reegion; and it may indeed be more than the longterm (i.e. true) capacity.

The smallhold mode of production requires from 200 to 300 Ha per household of five to eight. Land classification data are inadequate to compute the amount of suitable land in the climate zones where smallholding is feasible; but a crude estimate was made by adding the areas of the districts of Red Lake, Sioux Lookout, and the arbitrary figure 60,000 square kilometres for the climate represented by Lake St. Joseph (which climate runs eastward to James Bay.) The total area of 120464 sq km is 11.2% of the area of Ontario, which appears conservative from a rough comparison with the provincial area and proportion north of 50" on the Commission's charts and the official Provincial road map. (The area north of 50 latitude is about half the area of the province; so I am treating only a fifth of the Commission study area as suitable in these calculations.)

Table 5 gives the calculated potentials by this rough method. Even if the smallhold areas were doubled, the carrying capacity under smallhold tenure would be far higher than presently; with the areas assumed--which themselves are far larger than those under the old Agricultural Act--some 180,000-290,000 people could live in the region's smallholds were it to be fully and maturely occupied in this way. This does not include Native people who might live traditionally north of 50.

In addition, it seems reasonable to estimate that a town population of 36,000 would live from exchanges with the proposed smallholdings. The estimate is as follows: If half the $15,000 money income per holding were spent locally, and if village and urban households required

$30,000 gross income per year, then one-fourth as many village/urban households as smallholds might exist. That number is approximately 9,000. Since urban living is not as conducive to children as rural living, but these people will be semi-urban at most, I arbitrarily assumed a household size of 4; hence 36,000 villagers.

This estimate is conservative; it takes no notice of the "recycling" of wealth within the region. For example, some of the incomes of local villagers would be spent buying energy and food from the smallholders and thus return to the smallholds; and some would be spent buying goods and services from one another. The development of small-scale industry would enhance this recycling a great deal, to the point where relatively little of the money spent in the region would leave. (Such recycling is known as the "multiplier effect" in economics.)

Some carrying capacity, in the form of raw materials from which workers elsewhere derive jobs, is now exported from the region (though this is more true between latitudes 47-50.) This export might be reduced. However, energy exports would be increased southward, and these would tend to increase the carrying capacity of southerly parts of Canada. On balance the net loss to other regions should be small and might be zero.

C) Impact on Ontario and Canada:

The region would be far less dependent on the outside, and welfare costs should decrease, since smallholders do not get laid off. The stability and multi-age, both-sex character of farm families will characterize most smallholds, and policing and other social-control costs will decrease. (It is a truism that crime and delinquency are activities chiefly of young single males, and that young single males commit more misdeeds when in an environment made up mainly of other young single males.)

Medical services will be needed in proportion to the increased population (no age adjustment seems calculable at present, though in the startup period a shortage of the elderly may mean a low initial need for medicine); legal services are unlikely to increase in proportion since stable social orders are neither criminally active nor litiginous. Government could expect to receive little more, and perhaps less, in taxes; but would need provide little more, and perhaps far less, in services.

One reason why the government might initially receive less in taxes is the suggested incentive "tax holiday" for alcohol fuel. However, fuel alcohol would initially replace imported petroleum; and by the time there were any risk of replacing domestic petroleum as well the holiday could (I

estimate) safely end. Meanwhile, the recirculation of wealth earned by the sale of fuel would be considerable in Canada; while money sent overseas for fuel is gone. Thus, when the fuel taxes came back on, a net national and probably provincial gain would occur OUTSIDE the region, based on regional fuel production.

The forest industry might have to pay higher prices for pulp if fuel were an alternative use of the land; but the cost of wood to companies is rising rapidly accoording to persistent "grapevine briefings." Increased husbandry and the diversion of poor timber to fuel production would result in better quality timber; which in turn would mean greater potential export income than otherwise. ("Greater than 1970-79" is problematic, since demand seems to have fallen, perhaps permanently, and the Americans are turning protectionist.)

In addition to fuel, some important import replacement will occur in the area of food. The homesteading population will garden intensively and normmally their surplus will feed the towns in the region.

People today often see subsistence in terms of unemployment versus wage labour. This puts pressure on governments for "job creation" which may not benefit the economy in the long term, and which puts workers and government in a position of weakness relative to large, often foreign, corporations. The proposed homesteading program would provide an alternative to these two. (In addition, farmers tend to be frugal and self-reliant; from their ranks came much of the capital that developed the United States (S. D. Clark, 1962). If a similar process occurred here it would be to our good.)

D) Establishing the Communities:

This entire discussion has been conducted in the abstract. The feasibility of immediately establishing 36,000 smallholds and a villager population of 36,000 in Northernmost Ontario is negligible. In fact, there may be a few hundred or a few thousand truly suitable people ready to move into this mode of subsistence within a year of its becoming available. Consider how little of the transition to renewable resources has been made since 1973, when the OPEC made it obvious to us all that such things were eventually to befall us. I would estimate, from two decades experience with sociology, that any social change this profound takes a generation to fully occur.

The people who might benefit from smallhold opportunities are the newly-adult generation and a few relatively flexible folks aged 30-60; along with a minority of the present residents of Northern small communities. Displaced

workers from Southern Ontario will not usually be fitted, either by skills or by disposition, to the work. But it would pay to encourage some young adults, facing a difficult job market, to seriously consider smallholding as an alternative to competing for jobs in shrinking industries (or even industries that are merely not growing.)

Initially, a fairly modest area--perhaps 1000-10000 square kilometres--could be opened to homesteading, WITH ADEQUATELY LARGE PARCELS. It might be reasonable to double the recommended areas above when offering initial land grants; this would enable the pioneers to divide a good parcel between two children as its improvements brought productivity up to normal levels, and to live initially from the depressed productivity implied by present data.

Capital costs could be held to a safe but minimal level by encouraging co-operatives to form and purchase high quality tools jointly (and materials not available from theland, in bulk.) The initial settlers should be chosen for good general intelligence and health, a taste for work, love of the "outdoors," and either practical knwledge and-or mechanical aptitude. Such people can build a good deal of their own mechanical infrastructure, if provided with suitable welding and machining equipment.

Often, forest in bad condition can be thinned and the thinnings sold for pulp; some sawlogs can probably be found by people not working on industrial terms; however, the first years will be lean and satisfaction will derive mainly from achieving a "capital plant" capable of earning a generous subsistence thereafter. Middle-aged unemployed with conventional families will not easily get through several years of that.

One possibility which would enable people who could not otherwise afford it to homestead, would be a temporary-job-creation programme based on the salvage of nearby land. (I deliberately leave that vague, to permit it to include the salvage of burned timber, reforestation, and perhaps the chipping of slash for commercial use or for fuel. Perhaps would-be smallholders might even get preference in hiring at a cutting camp whose closure was contemplated (at an advantage to the company if they agreed not to demand severance pay.) Since Federal and Provincial cutbacks are the order of the present day, I do not propose to detail this idea further without encouragement.

The first areas to be settled will approach maturity shortly after 2010, when the grandchildren of the original settlers will be coming into the world. They will consist of wide areas of forest, partly managed and partly wild, with fields scattered among them and villages every hundred kilometres or so. Compared even with Finland they will be lightly populated...though perhaps not as lightly as in my

estimates. They will never contain a population comparable to today's Southern Ontario; a quarter million was my high estimate. But they will have a peaceable and satisfying world barring Ice Ages and military conquest; and they will offer their southerly neighbours needed fuels and wood in return for the modest purchases they make.

Appendices:

Table 1: Land Use and Requirement, Red Lake area

Table 2: Land Use and Requirement, Sioux Lookout area

Table 3: Land use and Requirement, Lake St. Joseph area

Table 4: Price Balance Points: Pulpwood v. Fuel Alcohol

Table 5: Population Projections for Smallhold Land Use

List of References

Table 1 :
Land Use and Requirement: Red Lake Area.

of energy	BTU(*=OTHER)	CORDS	CU M	Ha
e heating	7.62E+07	8.96471	20.3743	10.1872
water	1.45E+07	1.70588	3.87701	1.9385
tricity	2900*KWH	6.09276	13.7696	6.88482
r fuel	5000 L	9.18004	20.7469	10.3734
Subtotal		25.9434	58.9622	29.4811
sales	42857.1 L	117.846	267.833	133.166
wood sales		214.286		242.143
L	---			162.648

...Of which 0 Ha will have low cyclical integrity.

mptions and values for these calculations:
2 cubic metres/Ha/year productivity OR .358142 Cords/A/yr
6350 heating degree days per winter
1.70588E-06 million BTU for water heating
8 kwh per day (2900/year) of electricity
5000 litres of motor fuel per year
an income of $15000 cash
pulpwood prices of $ 70 per cord
Fuel prices of $ .35 ; per L

---

of energy	BTU(*=OTHER)	CORDS	CU M	Ha
e heating	7.62E+07	8.96471	20.3743	8.14973
water	1.45E+07	1.70588	3.87701	1.5508
tricity	2900*KWH	6.09276	13.7696	5.50786
r fuel	5500 L	10.098	22.8216	9.12863
Subtotal		26.8614	61.0486	24.4195
sales	42857.1 L	117.846	267.833	106.533
wood sales		214.286		193.714
f.	---			130.953

...Of which 0 Ha will have low cyclical integrity.

mptions and values for these calculations:
2.5 cubic metres/Ha/year productivity OR .447677 Cords/A/yr
6350 heating degree days per winter
1.70588E-06 million BTU for water heating
8 kwh per day (2900/year) of electricity
5500 litres of motor fuel per year
an income of $15000 cash
pulpwood prices of $ 70 per cord
Fuel prices of $ .35 ; per L

Table 2 :
Land Use and Requirement: Sioux Lookout Area.

Uses of energy	BTU(*=OTHER)	CORDS	CU M	Ha
Space heating	7.536E+07	8.86588	20.1497	10.0749
Hot water	1.45E+07	1.70588	3.87701	1.9385
Electricity	2900*KWH	6.09276	13.7696	6.88482
Motor fuel	5000 L	9.18004	20.7469	10.3734
Subtotal		25.8446	58.7377	29.3688
Fuel sales	42857.1 L	117.846	267.833	133.166
Pulpwood sales		214.286		242.143
TOTAL	---			162.535

...Of which 0 Ha will have low cyclical integrity.

Assumptions and values for these calculations:
2 cubic metres/Ha/year productivity OR .358142 Cords/A/yr
6280 heating degree days per winter
1.70588E-06 million BTU for water heating
8 kwh per day (2900/year) of electricity
5000 litres of motor fuel per year
an income of $15000 cash
pulpwood prices of $ 70 per cord
Fuel prices of $ .35 ; per L

Uses of energy	BTU(*=OTHER)	CORDS	CU M	Ha
Space heating	7.536E+07	8.86588	20.1497	8.05989
Hot water	1.45E+07	1.70588	3.87701	1.5508
Electricity	2900*KWH	6.09276	13.7696	5.50786
Motor fuel	5500 L	10.098	22.8216	9.12863
Subtotal		26.7626	60.824	24.3296
Fuel sales	42857.1 L	117.846	267.833	106.533
Pulpwood sales		214.286		193.714
TOTAL	---			130.863

...Of which 0 Ha will have low cyclical integrity.

Assumptions and values for these calculations:
2.5 cubic metres/Ha/year productivity OR .447677 Cords/A/y
6280 heating degree days per winter
1.70588E-06 million BTU for water heating
8 kwh per day (2900/year) of electricity
5500 litres of motor fuel per year
an income of $15000 cash
pulpwood prices of $ 70 per cord
Fuel prices of $ .35 ; per L

Table 3 :
Land Use and Requirement: Lake St. Joseph Area.

of energy	BTU(*=OTHER)	CORDS	CU M	Ha
e heating	8.4E+07	9.88235	22.4599	13.2117
water	1.45E+07	1.70588	3.87701	2.28059
tricity	2900*KWH	6.09276	13.7696	8.09979
r fuel	5000 L	9.18004	20.7469	12.2041
Subtotal		26.861	61.0478	35.9105
sales	50000 L	137.487	312.472	182.777
wood sales		214.286		284.874
L	---			218.688

...Of which 0 Ha will have low cyclical integrity.

mptions and values for these calculations:
1.7 cubic metres/Ha/year productivity OR .30442 Cords/A/yr
7000 heating degree days per winter
1.70588E-06 million BTU for water heating
8 kwh per day (2900/year) of electricity
5000 litres of motor fuel per year
an income of $15000 cash
pulpwood prices of $ 70 per cord
Fuel prices of $ .3 ; per L

---

of energy	BTU(*=OTHER)	CORDS	CU M	Ha
e heating	8.4E+07	9.88235	22.4599	11.2299
water	1.45E+07	1.70588	3.87701	1.9385
cricity	2900*KWH	6.09276	13.7696	6.88482
fuel	5500 L	10.098	22.8216	11.4108
Subtotal		27.779	63.1342	31.5671
sales	50000 L	137.487	312.472	155.361
wood sales		214.286		242.143
	---			186.928

...Of which 0 Ha will have low cyclical integrity.

uptions and values for these calculations:
2 cubic metres/Ha/year productivity OR .358142 Cords/A/yr
7000 heating degree days per winter
1.70588E-06 million BTU for water heating
8 kwh per day (2900/year) of electricity
5500 litres of motor fuel per year
an income of $15000 cash
pulpwood prices of $ 70 per cord
Fuel prices of $ .3 ; per L

Table 4a:
Table of Equivalents to Roundwood Prices:

At a price of $	30 /Cord	40 /Cord	50 /Cord	75 /Cord
	at 2/3 efficiency, fuel costs would be			
Price/cf =/gal	.375	.5	.625	.9375
Price /Fuelitre	.0824925	.10999	.137488	.206231
	At 2/3 gross receipts, per-Ha earnings are:			
$/HA @ 2cu M/Y	17.6991	23.5988	29.4985	44.2478
$/Ha @ 3cu M/y	26.5487	35.3982	44.2478	66.3717
$/Ha @ 4cu M/y	35.3982	47.1976	58.9971	88.4956

Table 4b:
Table of Equivalents to Roundwood Prices:

At a price of $	100 /Cord	125 /Cord	150 /Cord	200 /Cord
	at 2/3 efficiency, fuel costs would be			
Price/cf =/gal	1.25	1.5625	1.875	2.5
Price /Fuelitre	.274975	.343719	.412463	.54995
	At 2/3 gross receipts, per-Ha earnings are:			
$/HA @ 2cu M/Y	58.9971	73.7463	88.4956	117.994
$/Ha @ 3cu M/y	88.4956	110.619	132.743	176.991
$/Ha @ 4cu M/y	117.994	147.493	176.991	235.988

Table 4c:
Table of Equivalents to fuel prices:

At a price of $	.2 /Litre	.25 /Litre	.35 /Litre	.5 /Litre
	at 2/3 efficiency, fuel costs would be			
Price/cf =/gal	.909174	1.13647	1.59105	2.27293
Price /cu Metre	32.1029	40.1287	56.1801	80.2573
Price /Cord	72.7339	90.9174	127.284	181.835
	At 2/3 efficiency, per-Ha earnings are:			
$/HA @ 2cu M/y	64.2058	80.2573	112.36	160.515
$/Ha @ 3cu M/y	96.3088	120.386	168.54	240.772
$/Ha @ 4cu M/y	128.412	160.515	224.72	321.029

Table 4d:
Table of Equivalents to fuel prices:

At a price of $	.15 /Litre	.6 /Litre	.75 /Litre	1 /Litre
	at 2/3 efficiency, fuel costs would be			
Price/cf =/gal	.68188	2.72752	3.4094	4.54587
Price /cu Metre	24.0772	96.3088	120.386	160.515
Price /Cord	54.5504	218.202	272.752	363.669
	At 2/3 efficiency, per-Ha earnings are:			
$/HA @ 2cu M/y	48.1544	192.618	240.772	321.029
$/Ha @ 3cu M/y	72.2316	288.926	361.158	481.544
$/Ha @ 4cu M/y	96.3088	385.235	481.544	642.058

Table 5:

t name	Area in sq km	Livable area	Size of holding	Number of holds
Lake	23261.6	15507.7	2	7753
ux Lookout	37202.9	24801.9	2	12400
e St. Joseph	60000	40000	2.5	16000
otal	120465	80309.7		36153

	Number of Households	Maximum Population	Minimum Population	Population Density :Midr
Lake	7753	62024	38765	2.16642
ux Lookout	12400	99200	62000	2.1665
e St. Joseph	16000	128000	80000	1.73333
ALS	36153	289224	180765	1.95074

Table 5b:

t name	Area in sq km	Livable area	Size of holding	Number of holds
Lake	23261.6	15507.7	2.5	6203
ux Lookout	37202.9	24801.9	2.5	9920
e St. Joseph	60000	40000	3.1	12903
otal	120465	80309.7		29026

	Number of Households	Maximum Population	Minimum Population	Population Density :Midr
Lake	6203	49624	31015	1.73331
ux Lookout	9920	79360	49600	1.7332
e St. Joseph	12903	103224	64515	1.39783
ALS	29026	232208	145130	1.56618

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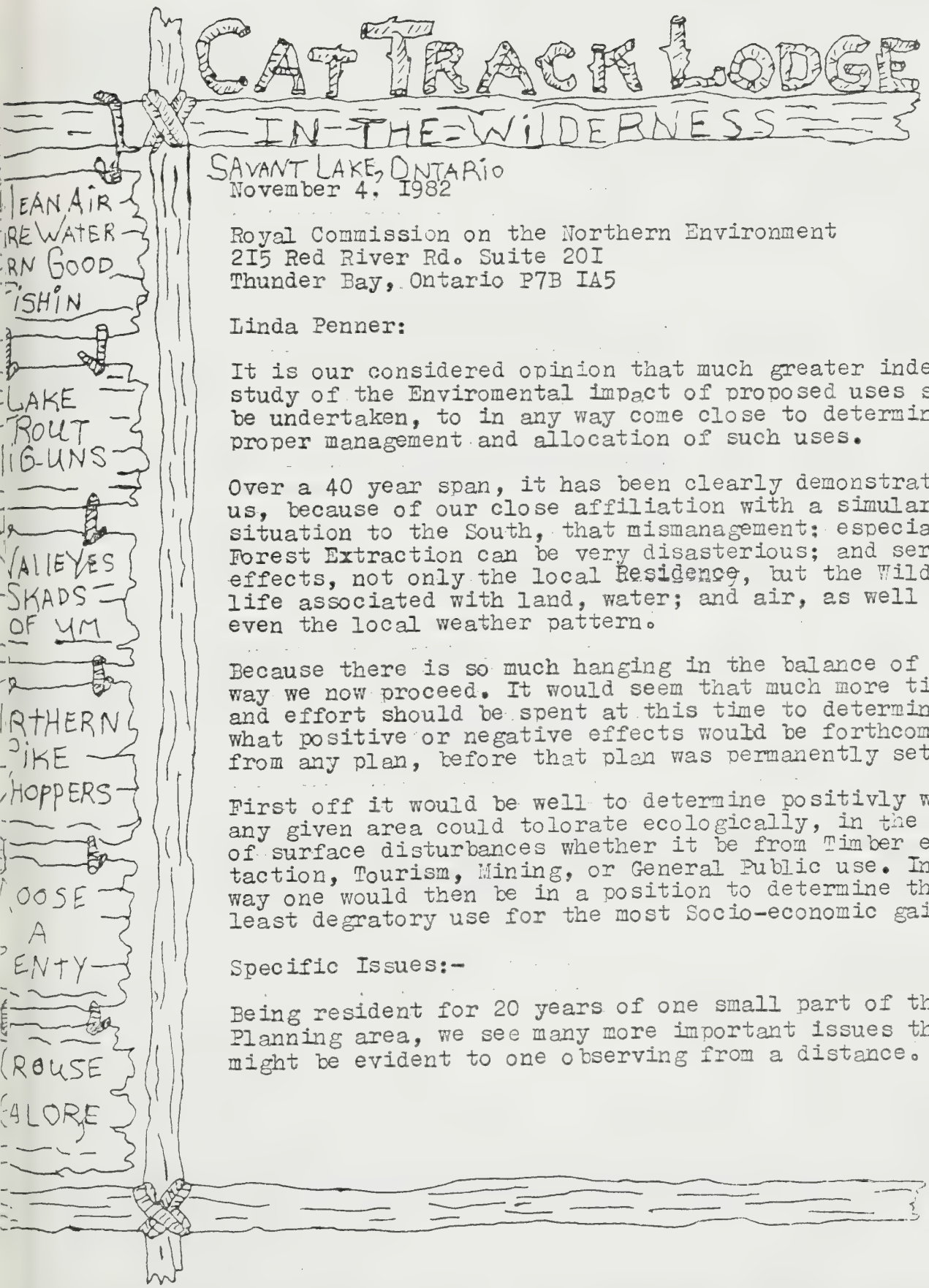
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HS 062



November 4, 1982

Royal Commission on the Northern Environment
215 Red River Rd. Suite 201
Thunder Bay, Ontario P7B 1A5

Linda Penner:

It is our considered opinion that much greater indepth study of the Enviromental impact of proposed uses should be undertaken, to in any way come close to determining proper management and allocation of such uses.

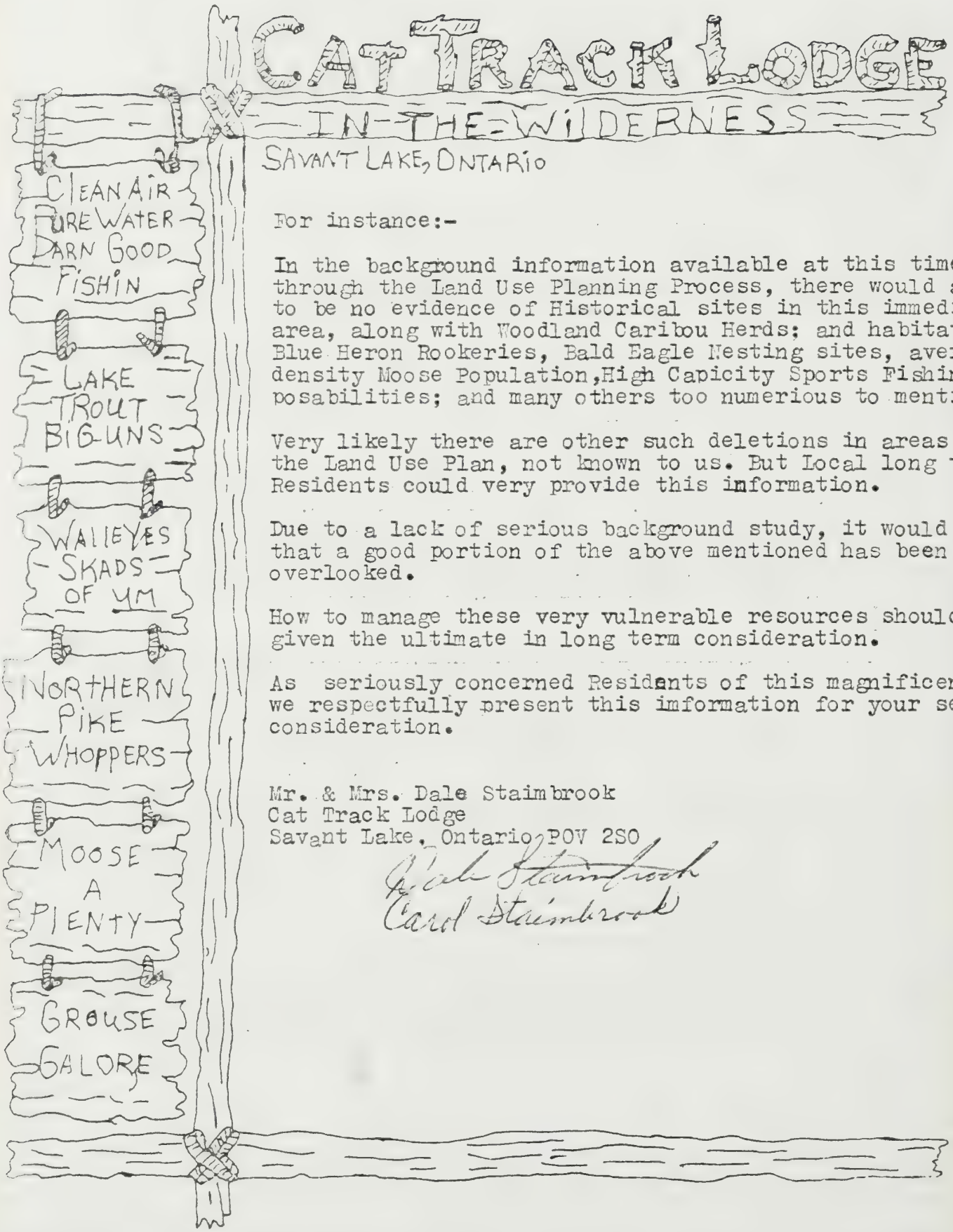
Over a 40 year span, it has been clearly demonstrated to us, because of our close affiliation with a simular situation to the South, that mismanagement: especially in Forest Extraction can be very disasterious; and seriously effects, not only the local Residence, but the Wild life associated with land, water; and air, as well as even the local weather pattern.

Because there is so much hanging in the balance of the way we now proceed. It would seem that much more time; and effort should be spent at this time to determine what positive or negative effects would be forthcoming from any plan, before that plan was permanently set.

First off it would be well to determine positivly what any given area could tolorate ecologically, in the way of surface disturbances whether it be from Timber ext-taction, Tourism, Mining, or General Public use. In this way one would then be in a position to determine the least degratory use for the most Socio-economic gain.

Specific Issues:-

Being resident for 20 years of one small part of the Planning area, we see many more important issues than might be evident to one observing from a distance.



For instance:-

In the background information available at this time through the Land Use Planning Process, there would appea to be no evidence of Historical sites in this immediate area, along with Woodland Caribou Herds; and habitat, Blue Heron Rookeries, Bald Eagle Nesting sites, average density Moose Population, High Capicity Sports Fishing posabilities; and many others too numerious to mention.

Very likely there are other such deletions in areas of the Land Use Plan, not known to us. But Local long term Residents could very provide this information.

Due to a lack of serious background study, it would seem that a good portion of the above mentioned has been tota overlooked.

How to manage these very vulnerable resources should be given the ultimate in long term consideration.

As seriously concerned Residents of this magnificent ar we respectfully present this imformation for your seriou consideration.

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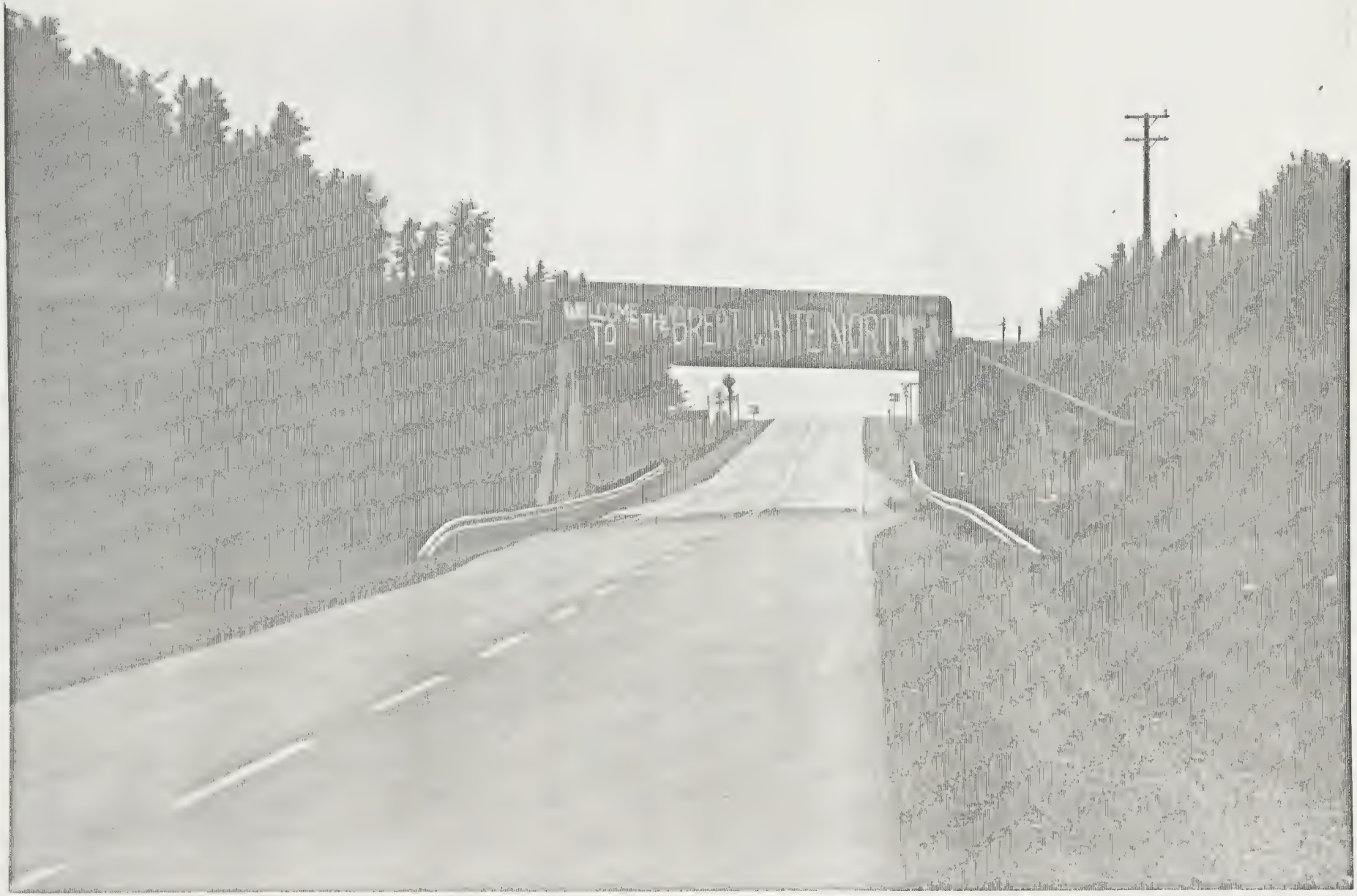
Government
Publications



HISTORICAL ENCOUNTERS WITH CHANGE IN THE BOREAL FOREST

RECOMMENDATIONS FOR THE FUTURE

CHIEF THOMAS FIDDLER
JAMES STEVENS


TO THE GREAT WHITE NORTH

P R E F A C E

Much written history that is set in the boreal forests of Canada is focused on European men and their activities in the fur trade. The mood of these history books is romantic. Giant figures in Canadian history emerge: Sir Alexander Mackenzie - first to go overland to the Pacific; David Thompson, surveyor, explorer and the only fur trader who refused to trade alcohol to the natives; Simon McTavish and his nephew, William McGillvray, Chiefs of the North-West Company; Thomas Douglas, Lord Selkirk, the agriculturist who began the settlement of what is now Manitoba; Sir George Simpson the Chief Executive Officer of the Hudson's Bay Company; and so on. Many of the works on these men are well written and well documented. But in all, the view documented is restricted to the narrow fortunes of a particular man or fur trade company. In this sense, such histories are misleading because of their failure to percieve the interrelationships that exist not only between men and companies but between men of different cultures; men and their habitat; and the level of well being that exists between all living creatures in a given time span in their habitat. An historical interpretation that attempts to view all these interrelationships may be termed: historical ecology. Historical ecology is an approach that may not be so romantic in the sentiments of the reader, hopefully, however, this approach is much more realistic in terms of past events.

Critical, in historical ecology, is the assessment of how well men in their pursuits relate to the biological resources on which they all depend, regardless of their language, religion, social class and education. For no economic pursuit can remain long out of tune with the regeneration of biological resources before mankind is profoundly affected. In extreme cases the result for man is death or at best terrible hardship.

With the wide-angle view of historical ecology we now turn to the boreal forest above Lake Superior. In particular the focus will be on the territory north and west of Osnaburgh House. It is the year 1760. A mere 222 years past. For the reader, it is likely that this is the time of your great-great-great grandparents, just five generations ago.

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LESSONS FROM THE FUR TRADE ERA

I

"Mr. Haldane had come for furrs and
furrs he would have if they should
Come from Hell"

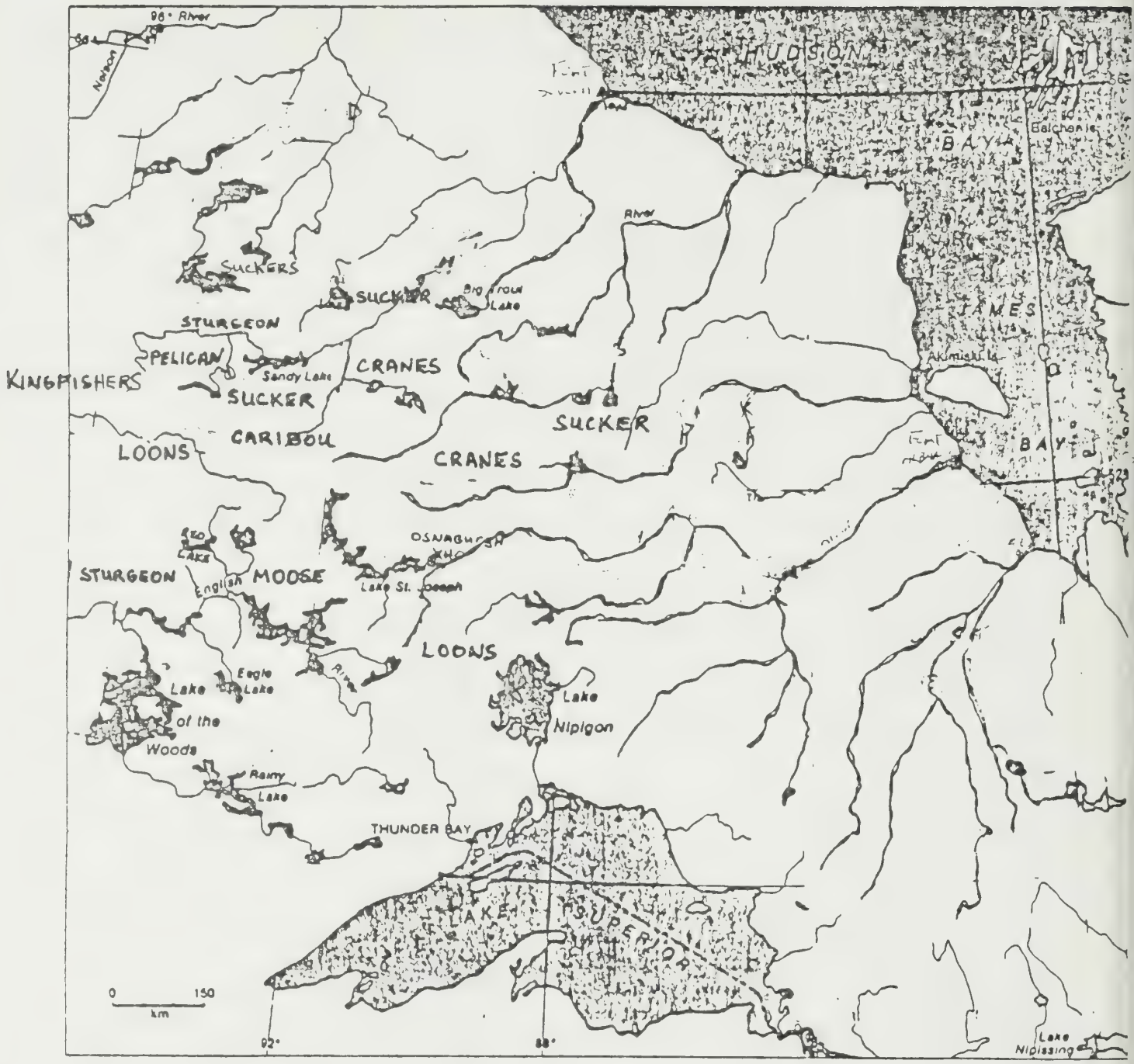
"I never seed starving Indians till
this year they are really pityful to see"

THE BOREAL FOREST 1760 - 1825

The Native Clans

In 1760 the boreal forest north-west of Osnaburgh House[1] on Weedy Lake is inhabited by a number of native clans. Much historical literature usually refers to these clans as Ojibway, Cree or Saulteaux, however, Hudson Bay Company fur trade journals seldom use these broad designations for the Native peoples of this time. There are many references, however, to bands of Native folk who are called Suckers, Pelicans, Sturgeons, Loons, Kingfishers, Moose and Cranes. It is also apparent that these designations were used widely by the Native folk themselves when referring to each other as related or unrelated kinfolk[2].

In following the fortunes of these clans of Native folk two brothers provide us with glimpses of their successes and failures over a 65 year time span. The older brother is known to the fur traders as, Tinpot. The younger brother is the Little Crane. Both men become important clan leaders in the forest. Both are from the Sucker clan, the largest of all the clans spread throughout the water-ways of the forest. Their particular hunting grounds are contained mainly in the drainage basins of the Severn River[3]. The Little Cranes clan appear to have roamed the Windigo, Ninkip, Round Lake and North Spirit Lake part of the Severn basin while Tinpot's people are found along the main branch of the Severn extending from Big Trout Lake in the east to Favourable Lake and Island Lake in the west[4]. The size



LOCATION OF BOREAL CLAN FAMILIES
19th CENTURY

"The Cranes and Suckers hunt to the N-ward of Osnaburgh House between that and Trout Lake where there is a settlement from Severn it is from this part of the country where the principal part of the Beaver comes from that is procured at Osnaburgh House. The Loons hunt to the E-ward towards Lake St. Anns the Moose and Sturgeons to theS.W. and the Kingfishers and Pelicans toward Lake Wenipeg to the N.W. of Osnaburgh" (26)

Thomas Vincent
Osnaburgh House 1813-14

"The Greater number of the families belong to the tribe of Sauteux denominated the Sucker - a Band of the Great Chippewa Divisions which appear to have pushed farthest to the northward at least in this quarter."

George Barnston
H.B.C. Marten's Falls - 1839

of Tinpot's clan is difficult to estimate but he arrives at fur trade posts in parties that range from six to fourteen canoes. In 1804, it is suggested that Tinpot can lead about forty men to attack. So, the actual size of this clan is subject to some speculation. It appears the Sucker people that followed Tinpot in the period 1760-1784 numbered no more than 300 people.

Biological Resources

Resources for the clans in Tinpot's days are diverse and many in the forest. Much food is taken through dream revelations of clan shamen but crucial to the survival of the nomadic clans are spawnings, nestings, and herdings at certain seasons. Most important for food and warmth are beaver which have lodges everywhere in the forest water ways. Beaver can usually be found and taken even in the depths of winter.

From this boreal forest list, it appears that vast supplies of food are available for Tinpot's people. But the ecological life chain is not a predictable constant. Availability of creatures can have some fluctuation. One weather pattern, light precipitation with fire can grossly alter the forest's food supply.

Light snowfalls in winter are followed by dry spring weather. By late spring, water levels are low, and fire strikes in the forest. The summer continues dry and fire continues unchecked except by vast lakes, water tables, and granite terrain. Fall brings only light rains and winter snowfall is meagre and a freeze sinks deeply into the ground.

In this forest condition the polarities of fire and freeze destroy much. In this climatical pattern, beaver's forage is destroyed by fire. If not destroyed themselves by suffocation beaver must contend with low water levels which make then easier prey to other creatures, like wolves and man. The winter's deep freeze making ponds solid can lock beavers in their lodges. Starvation occurs. Muskrats in deep winter freeze are destroyed in their river bank dens. In a cycle of light precipitation mature forest stands, the favourite grounds of Caribou, that are destroyed by fire, cause the survivors to remove, possibly hundreds of miles from the devastation. Partridge, rabbits, bears, moose, porcupine, are all diminished by fire in a light precipitation cycle.

Light precipitation with few or sporodic fires can have beneficial effects for the Native clans. Dry springs bring bountiful coveys of partridge for the taking. Beaver are easier to catch and fall and spring spawnings in low water can return more fish than the clan folk can physically harvest, smoke, dry and store.

Heavy precipitation continued over several seasons can create difficulties for the Native clans. Floods and high water in the rivers in the spring and fall prevent the building of weirs and limit the catch of whitefish, often needed for winter survival. Heavy rainfall in springs retard hatching and survival of partridge and many other creatures. Deep snowfall in winter prevents successful trapping and hunting of beaver but makes moose easier to kill because they are immobilized--if a clansman or the wolves can find them.

Cycle of Available Creatures
Clan Families Boreal Forest
Bay River Uplands

SOURCES	SPRING		SUMMER		FALL		WINTER	
rgeon	S							
cs	M				M			
se	M		M	O	M			
gulls (eggs)	N							
ceral	S	X	X	X	X			
e	S	X	X	X	X	X	X	X
cers		S						
r	X	X			Hi			
crat	X	X	X	X	X			
cupine	X	X	X	X	X	X		X
ndhog	X	X	X	X	X			
ver	X	X	X	X	X	X	X	X
se	X	X	X	X	R	X	X	X
ns	N	X	X	X	X			
berries				Ha				
eberries				Ha				
ut					S	X	X	X
efish					S			
ons		N	N					
les			X	X				
rrels	X	X	X	X	X	X		X
l Rice					Ha			
s							X	X
bou	X	X	X	X	X	X	X	He
t						X	X	X
r						X	X	X
k						X	X	X
						X	X	X
er								
bits						X		X
en						X	X	X
								X
Tripe								X
Barks								X

X = Occasionally
S = Spawn
M = Migrations
N = Nesting
Hi = Hibernation
Ha = Harvest
Mo = Molting
R = Rutting Season
He = Herding

What is crucial for survival in the boreal forest is balance between these dreaded polarities of light precipitation and heavy precipitation, and winter freezes and dry summers.

Fortunately, in spite of this occasional, but terrible chain of events, most of the time clan people live happily and leisurely. In the normal sequence, few creatures diminish from the ecological chain of which the native clansmen of Tinpot and the Little Crane are a very dependent part.

The Fur Trade Companies

The boreal forest above Superior in 1760 had seen Quebec fur traders withdraw to the east and after Pontiac's uprising a series of business alliances were formed in Montreal to resume the Quebec trade which involved a string of forts west from the Kam River on Lake Superior. These new alliances involved mainly Scots and the Quebecers. Alexander Baxter financed Francois Le Blanc. Forrest Oakes made working arrangements with Charles Boyer and Louis Menard. William Grant and Etienne Campion formed an association. Alexander Henry worked with both Campion and Jean Baptiste Cadotte. Simon McTavish, Isaac Todd, James Finlay, Thomas Corry, Ezekiel Soloman and James McGill were among others, either financing expeditions for fur, or leading them into the Lake Superior forests and the north-west.

The Hudson Bay Company traders at the coastal forts on Hudson's Bay called these competitors, the 'English-French' pedlars. In the space of forty-four years these entrepreneurs would be constrained to three companies. The North-West Company, The X.Y. Company and the Hudson's Bay

Company directed from London, England.

These European traders who came to the boreal forests of Tinpot and Little Crane, are an ocean apart from the way the native clansmen see the earth. Traders, mainly from the Rugged Mountains and Isles of Scotland described themselves as 'Chiefs' in their journals and they wrote in English not Gaelic. The leaders of the native clans are called Captains, a warriors rank in Highland Scot's Clans. The boreal forest to these transplanted Scots is seen as the luxuriant 'new world'. The native clansmen, however, see their ancestral grounds as ancient terrain roamed by Weesakayjac and the creatures before the arrival of human beings. Native clansmen view the boreal creatures, upon which their lives depended, as brothers in life and even as protectors in times of danger. This bond is so intimate that it is possible for many clansmen to communicate with these creatures. But the Scots with their bookish Christian ethic held that human beings are ascendant over all other living things. Their Christian God had created everything else inferior to men. Indeed, the Scots, as herdsmen, kept goats, sheep and cattle and managed these animal's existence to satisfy their own needs, consequently, superiority of man over beast was unquestionable. So, the fur traders came in the forest of Tinpot and other clan leaders to collect the furs of the creatures of the lakes and bush. Their success in this venture does not depend on the well-being of these creatures but the money that can be reaped from their production. Every beaver that is untrapped is a shilling not earned.

The economics of western men has not yet focused on renewal and restraint when exploiting a eco-system. The more furs that can be taken, the better for profit. The sooner these furs are taken, the better for a company, otherwise another group of traders might get these furs first. Limited harvest is beyond possibility so it appears, where European men are competing for wealth.

The caribou garmented clansmen of Tinpot's time have always accepted the natural renewal of creatures and their continued presence in the forest as inevitable. A thousand years of their experience has always seen multitudes of different creatures existing for their use. While these creatures might move to different grounds, or miss a cycle or increase or diminish, the possibility of extinction is beyond native thought.

There is no doubt that most European men are believers in this same thought. Fur bearing creatures appear so bountiful that there will always be 'more'. Europeans have never seen the abundance that exists in the 'new world'. The concept of 'more' will run rampant in this forest and eventually account for a tradgedy.

The Wild Variables of Ecology

During the days of Tinpot and the Little Crane there are some events that occur that are quite beyond what is considered the usual polarities. They are mentioned here because they came unforseen. If anything these events illustrate wild variables that occur not on a seasonal basis but over centuries. Indeed, it may take centuries for the events to happen again.

It is late October, 1764 at Fort Albany on the Hudson Bay coast. Humphry Marten, the Hudson Bay Company Chief there tells us:

> *"At half past three O Clock, this morning we felt a violent shock of an Earthquake, it began with a rumbling noise like deep thunder at a Distance and came from S.W. & W. it shook the Fort very much, the duration was full three minutes at the heighth of the shock, the Fort seemingly, was sinking into the Earth, the ice in the River, about five inches thick made a Confused noise as if falling in ten thousand pieces, the Aire as well as the Earth was greatly agitated in the Yard, we observed something like a thick fog yet the sky was free from Clouds, the moon which was then near her last quarter was encircled with three very beautiful Halo's, the wind at first was West then flew around to East, and soon after to south, but did not blow very hard, in about 5 minutes after we had a second shock but not so violent as the first, its duration about twenty seconds it came from the North, the Cattle and Fowles were greatly frightened..."[5]

Seven days later, there was another 'slight shock of an Earthquake' at Fort Albany.

From 1761 to 1771, Tinpot and his Sucker clansmen keep coming down the Rushing River to Fort Albany. Tinpot comes into HBC Albany twice in the summer of 1771. On June 12, he arrives admidst a contingent of fourteen canoes loaded with furs; then, he arrives again on August 27th 'to trade a few things and to take trust'.

At Fort Albany, Chief Humphrey Marten stocks provisions for the winter of 1771-72. Over nine tons of geese are barrelled. One-half ton of plover are taken. Three-quarter of a ton of ducks are placed in the larder. By late December, nearly four tons of whitefish have been caught since late September. Seven seals have also been shot in the

Rushing River. Chief Marten also has two cattle at HBC Albany shot and butchered which provide 780 lbs. of beef. Over fifteen tons of provisions are on hand for the coming of a famine winter in the boreal forest.

Humphrey Marten's journal tells a sad tale in the long winter of 1771-72.

December 13, 1771	'Youth came to fort almost starved left several Familys of Indians in same condition.'
December 11, 1771	'12 Indians in...in a starving condition.'
December 13, 1771	'3 Indians...came to Fort starved.'
December 22, 1771	'Ten Indians came in, in a starved condition.'
December 29, 1771	'An Indian came in starved many more in a starved condition.'
December 30, 1771	'14 Indians came in almost starved.'
January 6, 1772	'An Indian came to the Fort in a Starving Condition, he left his family almost forty Miles off, whom he is afraid will be past help before he can get back to them.'
January 14, 1772	'An Indian Man came to the Fort almost starved and brought the melancholy News that 3 Indians were starved to Death as they were coming to the Fort for Assistance.'
January 15, 1772	'Two Familys of Indians came in to the Fort, 10 in number in so wretched a Condition that to see them is enough to draw tears from Barbarity itself.'
January 18, 1772	'7 Indians came to Fort for food.'
January 31, 1772	'4 others came in, in a starved Condition.'
February 9, 1772	'4 Indians, part of a large Family came in almost starved, the Others were left behind so weak.'
February 27, 1772	'Three Indians came to Fort Sick and almost starved.'

March 5, 1772	'an Indian came to Fort in an almost dying Condition, being without Food these three days, he left his wife and Child Miles off.'
March 23, 1772	'7 Indians came to the Fort for Assistance.'
March 26, 1772	'an Indian came in, in a very wretched Condition almost starved.'

The return of the caribou up the coast of the Bay in late March and April saves the native clans and fur traders from further distress, although, the spring is late in coming. Geese which usually arrive at the coast at the end of April are not present by May 10th. When the warmth of spring finally does come further reports of the past winter are made to Marten by clan hunters. A family arriving tells him, 'the husband of one of them was killed and eaten by his own brother, who was in a starving Condition'. Other reports to Marten say 'many of the Indian that were down here last Year are dead'. 'A dreadful Winter this indeed', Marten concludes, not knowing that the winter of 1771-72 was also devastating to the gaelic clans in the Rugged Mountains of Scotland where thousands of cattle died in severe cold; an ocean away from HBC Albany. The famine winter with its cold and snow ranged across the northern hemphisphere this year. As far as can be discerned such a winter has not been reported since.

For six years after the famine winter nothing is heard of Tinpot's whereabouts and the conclusion is that he and his clan remain inland trading with the Scot and Quebec pedlars who have continued to grow in numbers on the interior lakes of the boreal forest.

Tinpot does not travel to HBC Gloucester House, built by the HBC in the interior on the Rushing River, when the post opens in 1777. But early in the fall, a son-in-law of this Sucker leader arrives, carrying Tinpot's 'grand Pipe' so that all at Gloucester House can smoke in friendship with him.

In 1778, after a cloudy hot day, Tinpot and three canoes of hunters never seen before--complete strangers--arrive at Gloucester in evening light. The strange hunters come from far away to the west. In the spring, rumours are about: that Tinpot's hunters went to HBC Severn to trade but on an 'excessively hot' day in mid-summer, he arrives with a few furs to trade, to smoke the long pipe, and drink plenty of brandy.

In the dry summer, June 4, 1780, Tinpot and the Sucker hunters make one of the great hunts in all the forest. The powerful Tinpot, with six bark canoes of hunters, paddles across the evening waters to Gloucester House. The traders walk the grassy slope down to the beach to greet him and see, wide-eyed, that his hunters' canoes are packed over their edge with fur bundles. The catch of furs is 600 made Beaver. It is an indication that populations of fur bearing creatures in Tinpot's lands is large and healthy.[6]

During the cycle of seasons of HBC Gloucester House, Tinpot and his Sucker people appear to move further off into western forest regions. The first season Gloucester House was hewn out of the woods, Tinpot was only a little way 'above this place'. In the summer of the great hunt, Tinpot says, 'their country is a long way off' and this summer: 'Lieut Tinniawabnio and familys accompan'd by 2 strange Indians from Lake Weenipegg for Debt...'

In the season marked by the traders April 13, 1782, a sudden start of spring begins. Carried by a hot west wind, the thermometer climbs to 104° under clear skies at Washi Lake. A blistering sun pours over the lake.

Some days later when clansmen travel out of the forests with their furs, they hold different in mood. It is a surprise to traders at Gloucester House that Abbitywabnio of Sturgeon Lake has so little in his canoes. Once in the House, Abbitywabnio gave a long speech; 'the Purport of which was that the Indians inland was very poor this year that a great Mortality has been among them, Number of the Principal Indians was dead...'

Then, in the next month some of the clansmen who resort to Gloucester, guide in two canoes of far-off hunters who have travelled up many rivers, then run downstream on many to get here. They sound a warning; the beginning of tragedy. John Kipling, Chief of Gloucester, went to his desk at night and quilled:

May 27, 1782

> "at 11 A.M. Came here 2 canoes of Indians from the raney Lake accompany'd by one of the Indians of the 18th who conduct them here as they was Strangers to this place...they Informe that there is a great Mortality among the Indians and that most of the Indians in the near the raney Lake is dead and that the Afsineybois Country is almost Depopulated." (7)

The question was: would this death come through the forests?

European traders know of this disease. It has been a disease among them since their ancient times and they have brought it to the forests with their brass, iron goods and cloth. This death that they have carried is called the black pox.

On June 10, 1782, Tinpot and three canoes of his Sucker hunters cross the warming waters to Gloucester House. He has to trade another good fur catch of 250 Made Beavers. In the post, he seems not anxious to barter and hurries in the exchange of hides for materials. He says that he has heard of this pox and that it is now in the forests. It is unseen when it comes upon a man and his family, he says, it is like wild enemies. It attacks almost everyone; remains of men, women and children are rotting in longhouses on the lake points and on the sandy beaches. This force attacking everyone, Tinpot says, does not die with its victims.

It attacks as a fever, burning in the body, driving clansmen into the river to cool themselves but this only delivers a quicker death. Sometimes, the fever brings deep red rashes on their bodies along with flea bite hemorrahages. Then, the hunters endure chills that shake their beings. Their backs and heads ache, they fall to the ground in weakness. They vomit. They die. This is what happens in one day.

Men, women, and children that survive the early effects of this quick killing force see small bites elevate to cover their faces, the back of their arms and hands; on their legs. The blisters fill with fluid that eventually inflames pinkish. Pus forms. The faces of the clansmen are so covered with festering boils, that some are beyond recognition. Then, they die.

And now, all through the vastness of the forest above Superior, Tinpot and other hunters tell that people lay dying in all their many encampments. In some camps all are dead. Bark lodges are now death houses filled with victims. Further, they say despairingly, the hunter's dog creatures,

along with their brothers in wolf packs, devour the corpses, only to have the dog and wolves attacked by a form of this evil. Hair sheds from their gaunt sides and bellies soon after they eat the dead in the camps.

There are many many silent encampments filled with a stench, where the clansmen's "Heads, legs, and arms lay...scattered about'.

A full half of the hunters, their beloved women and children who dwell in the forest, leave life, destroyed by the black pox.

In the melting of May, 1783, the Tinpot and his family are still unscathed. He and the Sucker men arrive under cloud and cold rain at Gloucester House. They have tow canoes loaded with fur from their hunting grounds. Tinpot receives his cloth uniform, signifying his HBC role as the head of a large clan family of hunters. The next day, Tinpot and his two canoes hurriedly return to their far off families while the pox still rages in the country.

The other families are not as aloof to the pox as the Sucker people of Tinpot. Not all are as fortunate. Metewisita, with two other Hunters, arrive to tell:

> "All the Indians on the Near Lake Sturgeon are Dead in that Cruel Disorder the small Pox that out of 2 Tribes of Indians that use to resort to this place not more then 2 or 3 children are a live and a mongst them dead is 2 of the Principle Leaders that belong this (Vizit) Captn Abbitywabneo and Macato pishew, he further informs me that the French Trader that has his House Neare Lake Sturgeon was obliged to carry most of his Goods back untraded, there being no Indians left to trade with him." (8)

Later, this same summer, Sheawannaquap arrives with Cacakes and six other hunters. He quietly tells that almost all of his young

hunters were down with the pox. Then Ench and Cauparmatisue Winnekee come in morning, 'that a great many of their Country men Died of the small pox'. Cauparmatisue Winnekee is downcast for he has lost his woman and all of his precious children.

Further word messages come down the Bay coast about the black pox. From Fort Severn, William Falconer, writes the toll of death and of the trials it places on the handfulls of survivors. One of the surviving hunters who himself is 'deeply marked with the Small Pox, has lost all his children by it except one poor Boy, is both blind and Lame, and they have been obliged to haul him all the Winter'. Of all the clansmen around Severn, Falconer says: 'Indeed we have but 5 or 7 men that can be called Hunters, but loaded with swarms of Widdows, Orphans and infirm creatures.'[9]

In the turn of these seasons in the boreal forest, the families are almost destroyed. Many clansmen's immediate families are now gone, and many of the bonds from grandparents down to the grandchildren are broken. God parents, brothers and sisters, sisters-in-law, and brothers-in-law are torn asunder by the pox and many of the children of these are dead or crippled for life. Family remnants exist, alone, unsupported by a loving network of relatives. Death ends some of the alliances between the clans in the forest.

The HBC traders men and the pedlars continue in their greedy search for the furs of the creatures. During the pox, David Thompson reports, traders journey to Indian encampments and, finding hunters dead

under their beaver skin robes, take the robes, leaving the corpses covered with blankets. Sometimes the quest for furs has no mortal limits: trade occurs with the dead.

In the spring run-off in the cycle of 1784, the Tinpot and the Sucker hunters do not arrive at HBC Gloucester House. We wonder about his fate and then near berry time, one of his several wives with her son, in a single canoe, glides across the evening waters. They report that Tinpot was down with illness all during the past snows and that he still rests in his lodge, ill, trying to regain strength in his limbs. During, 1785, 'that Cruel Disorder the small Pox is again rageing inland.' When the leaves grow to turn gold, this same year, Tinpot is strong enough to come to the Gloucester House again. He has survived the terrible pox but so many hunters are gone. The Clan families, of Caribou, Sucker, Sturgeon, Loon, Moose, and Pelican people are in sad disarray.

The pox has reaped its victims throughout the forests and across the grassy lands to the west from 1782 through 1785. Then in 1786, a stunning sight occurs above Gloucester House; it seems symbolic as a mark that indicates the end of the killing pox. The clansmen see a Thunderbird strike.

> "Wind East clear warm weather...about 8 this evening a Ball of fire was seen to pass near the House going towards the North, and leaving a track of smoke behind it like that of a furnace and about 8 or 10 Minutes after we heard a noise like that of thunder which we supposed to be the explosion when the ball broke." (10)

In the years after the pox the clans, including Tinpot's, much reduced in numbers, struggle with their families to survive in their life journey.

Clearly the leader Tinpot experiences more wild variables in the short period of 22 years than most people would face in two lifetimes. A major earthquake in the lowlands.[11] A famine in the Northern hemisphere. A powerful epidemic of disease for which people had little resistance. The major impact of a meteor. And there can be no iron-clad guarantees that such events will not happen again. But for Tinpot's clan another major set back was yet to come. Starvation.

In the meantime Tinpots hunts went well. Not counting what he traded with NWC traders,with the HBC he traded off;

1788 - 250 Made Beaver
1792 - 154 Made Beaver
1794 - 340 Made Beaver
1795 - 200 Made Beaver

In 1799, Tinpot is called "the great Osnaburgh Captain" by the HBC post manager at Osnaburgh, thus indicating the Sucker clan's importance to the Osnaburgh trade in furs. Five years later Tinpot and his Sucker clan are reported starving. Food is unavailable for the first time after forty-five years of Tinpot's involvement in the fur trade. Journal entries from HBC Osnaburgh House and Martens Falls tell us.

Dec. 31, 1804
"Captn Tinpot came in starved brought 40 Beaver Went away & 3 men for furrs and go haul fish the whole family nearly starved to death obliged to eat their beaver skins." (12)

Jan. 21, 1805.
" I am very sorry to inform you Captn Tinpot and most of his band has been in lately and almost starved being obliged to eat their Beaver skins, they brought very little here." (13)

April 21, 1805
"Family of Tinnewabino's came in starving...part of Tinnewabino sent in for a drink and Ammunition, he being lame could not walk." (14)

Tinpot's clan appear to trade exclusively with the NWC in seasons that follow 1805 and they seldom visit the HBC posts again. He is an old man, fighting the winters, and occasionally he or his sons visit the HBC post at Big Trout Lake. His presence is last listed in the forest journals of 1814 when he trades for the barest essentials of life: a large striped blanket, some Rum, powder, shot and flint. He is described: 'A very old man and trad'd with the Canadian when he had it in his power.' [15]

About this time, Tinpot drifts into the forest mists and he is not reported in HBC journals any longer. For over two decades later, Tinpot's branch of the Sucker clan are called by fur traders, 'the Tinpot's', in recognition of his presence in the boreal forest.

Little Crane and the End of The Fur Trade

By 1788, Tinpots younger brother, Little Crane, trades at Osnaburgh House. Little Crane has several wives and a large family, indeed; fourteen sons, three sons-in-law and their families. Both Tinpot and Little Crane have large clan families; consequently, the two brothers' people lived in separate but adjoining forest grounds. These two Sucker clan groups are amiable and conflict between Tinpot and Little Crane was non-existent, although, the two groups of clansmen seldom travelled to fur posts together. These separate Sucker clans in the course of many seasons eventually lost their common spiritual bond--their brotherhood--and Little Crane's Sucker clansmen became known as the 'Cranes'. The Crane Clan took a distinct identity in the boreal forests above Superior and Hudson's Bay as early as 1790.

Along with Tinpot, Sheawannaquap, and Moose, the Pelican clan leader, the Little Crane became one of the four most important leaders trading at Osnaburgh House. While Tinpot's clan felt the harsh reality of forests depleted of animals by 1805, Little Crane's families remained unaffected. Their grounds, on the middle branch of Severn River, that spilled out of Round Lake, Ninkip and Windigo lakes appear more abundant relative to the paucity of creatures in other parts of great boreal forest above Superior.

Beaver, a staple of diet for clan families, dropped to new lows at Osnaburgh House in 1799 while the demand for this fur is increased by the presence of three fur trading companies who expanded their posts. (See Chart) A growing number of fur traders swept away on the economics of more, always more, poured alcohol more freely than ever to many willing native clansmen. Crane forests have more creatures than other areas and they are excellent hunters by evidence of their returns, consequently, the hunters of Little Crane's clan obtained large amounts of alcohol. In late August, 1799, the Cranes came to HBC Osnaburgh House to take debt from John MacKay. Seven of them left, 'with 10 gals. of Brandy to their Father.' Alcohol obtained from the HBC at Osnaburgh was well supplemented by NWC traders. Duncan Cameron, a NWC trader, described the powerful hold that alcohol had obtained: 'They seem to think of nothing else but getting drunk... boys of about twelve years old are as anxious for it as their fathers, and the women more so, if possible, than either.' When the Little Crane, with his son, Penacy, canoed into Osnaburgh House the following spring of 1800, MacKay noted in his journal this same day: 'Indians all drunk.'

In fact, the prodigious outpouring of alcohol produced deaths and accidents among the natives that was on the scale of a minor but consistent epidemic. In mid summer, 1802, native men coming to HBC Osnaburgh, 'came back in the night time and broke open the door of the new House...a Rundelet of Wine was missing.' Two weeks later Hudson Bay servants, at the sight where the wine was drunk, 'found the Bones of the murdered women.'

By 1803, the NWC and XYC Companies were carrying 16,000 gallons of alcohol out of Grand Portage to the northwest forests. Up at Red Lake where HBC, XYC, and NWC competed furiously, one hunter, 'got 5 kegs of mixt high wines to himself alone between the three houses...all the Indians were 15 days without getting once sober.' Duncan Cameron again admitted that alcohol among the forest hunters, 'sends a great many to their grave.' In his journal of 1804-5, he mentions, one nose bitten off, one stabbing, one killing, and one split knee-cap; all alcohol casualties.

On September 9th, 1803, William Thomas, who replaces John Best at Osnaburgh, (Best died of alcoholism) wrote in his journal:

> "At noon 8 of the Cranes Sons arrived from their Tent with about 30 MBr, gave them a little Brandy, they then went to drink, and was very troublesome the whole night as they saw 1 had but 2 men they threatened to pull down the old rotten Stockades and take the Brandy, we did all in our power to keep them out till morning." (16)

The following Spring, the Cranes are back at Osnaburgh in May, then in July; '4 of Cranes Sons came in with 30 MBr gave them a big Rig of Brandy to carry to their Father.' The Little Crane comes in during

September with 'part of his Gang in 4 Canoes' for debt and alcohol. Then, in November, the Cranes are back at Osnaburgh again for 'liquid currency'. Their addictive demands led HBC trader, Thomas, to say the Cranes are: 'the worst set of Indians I ever saw. We will be obliged to beat them for they threaten to set the house a fire.'

Alcohol in such volume over the years gained a desperate hold on many of the Cranes, and other clansmen at the very time the fur trade was waning. In 1804-5, Duncan Cameron, in economic assessment, wrote 'the hunt is declining very fast', and he doubted that it would be worth the investment for any company, let alone two, to engage in fur trade in the future. The Cranes and the other clans may now have sensed how they had been swept up as garbage into the flow of western commerce because they become antagonistic and scornful toward fur traders.

In January of 1804, Little Crane and his caribou garmented hunters attempted to take the Osnaburgh HBC house. In March, Edward Silk and James Tate, HBC servants delivering letters to Osnaburgh from HBC Albany, were kept at the former house: 'on account of the Old Crane and 14 of his sons being within 30 miles of the house ever since the last of Janry that they made an attempt to take the place during that time some of them came to the House every Week.'

In 1804, the Crane clansmen also set upon HBC Marten's Falls post further down the Rushing River. Jacob Corrigal wrote that the Cranes arrived: 'to murder us or some Indians belonging to this place...The Indians who arrived from below would not drink at the house on their account...' [16] The Little Cranes clansmen had come to Martens Falls with their muskets under their blankets and one hunter with a cutlass chases Corrigal into the safety of the post.

Little Crane's clan while consistently hostile with the fur traders after 1804, continued to trade for Brandy and supplies at Osnaburgh. They still enjoyed the advantage of large herds of Caribou in their forests and this resource gave them a distinct edge in survival; for caribou were taken when the winter had diminished stocks of fish from late fall spawning. In 1800-01, the Cranes traded over a ton of mostly dried Caribou meat at HBC Osnaburgh. The following year nearly a ton of caribou protein was traded off, much of it for whiskey. In 1805, when Tinpots Sucker clan and Moose's Pelican clan were starving and gaunt, the Cranes were relatively wealthy.

When the ecological chain finally collapses, the Crane clan were to suffer much. When Caribou became scarce in their grounds, beaver were also depleted and moose were not plentiful, then, three basic sources of winter protein were gone. Three sources of clothing were also gone. Summer hunts, winter hunts, over-kill, over-exploitation, resulted in a serious decline in the natives clan's food chain.

The decline of beaver in the Sucker clansmens forests north-west of Osnaburgh is reported only a decade after hunters there were reported throwing smaller beaver away. At HBC Sandy Narrows[17], 1809-10, William Thomas dispatched James Slater to Big Falls. Slater reports on the hunters there: 'As for Beaver skins I have seen none only Cats and a few martens & they all make a great complaint theres no Beaver which I suppose to be true or else they would have killed some.' Clansmen that visit, Thomas's post,make the same claim, 'they can find no Beaver'. Later arrivals at the HBC post, 'join in the same cry with the rest that they can find no Beaver'.

The loss of beaver for food and the failure of other links in the clansmen food sources spell grusome events. Women, who are more often survivors, arrive at Sandy Narrows post and Thomas reports February 1, 1809.

> "2 Indian Women arrived in a most deplorable condition being almost starved to death, they say their husband has starved to death together with a woman and child which they had been obliged to eat or have shared the same fate, they had been sixteen days before the man died without eating anything except the skins he had collected since the fall." (18)

For the Cranes, the first sign of impending disaster comes in 1812. HBC Osnaburgh reports: 'two Indians (Cranes) brought 70 MBr inform me 2 of their brothers & families are starved to Death in winter.' From, Moose Lake, south of Osnaburgh, George Budge, an HBC servant writes: 'I never seed starving Indians till this year they are really pityful to see.' From the north-west, in 1813, James Slater at Sandy Narrows reports, 'returns from this Post are not so good as last year being greatly difficient in Whole Beaver skins and Otter.'

In 1814, six of the Crane Clansmen, (Econite, Matuwayninnee, Pitchchekaquan, Shabwash, Tuppeewin, Waymestagoosheesh) move their families to hunt in the uplands of the Attawapiskat River. They had come to this area, they said, because 'the Beaver are more plentiful here'. They had taken debt in the early fall at HBC Attawapiskat and Roderick McKenzie's NWC post. They returned on a mild, snowing day in mid-February, 1815. Bringing in 200 MB and obtaining trade goods, and alcohol, they observed very few men at William Thomas's HBC post or at Roderick McKenzie's. The resentful Crane clansmen, Thomas, writes;

> "began to be very insolent and troublesome...they began to destroy and throw about everything they could lay their hands on, at the same time saying they had not forgot our people who were going to fire on them at Gloster last summer...one of them pulling down his Stocking ensisted on my looking at a wound he says he received at Martens Falls from Mr. Corrigal some years back and that he had not forgot it yet...they now went to the Canadian house and behaved in a most riotous manner breaking open their shop demanding and destroying what they pleased...they did just as they pleased and went between both houses all day with their Knives never out of their hands, making use of the most diabolical language...frequently attempting to stab us & killed 3 of our dogs before our eyes saying they would think no more of killing whitemen than they did dogs...the Canadian man received a severe stab in his breast and my hand was cut in many places...toward evening they broke open my warehouse...taking and destroying everything they saw...all this time they were not very much intoxicated but seemed to keep a watch that we took no Arms, late at night they went to sleep but never all at the same time." (19)

In the minds of the Crane men, western fur traders embodied much of their frustration at their starving dependence on trapping and trading. Over a century of exploitation of fur creatures had been practiced in both summer and winter hunts. The native clansmen of the forests are mere serfs in this western commerce; with the continual diminishing of the creatures their condition in life was becoming more precarious. When the opportunity presented itself, the Cranes would reverse the exploitation and act out their scorn for the traders.

On February 20, 1815, the next day, Econite, and the other Crane hunters came back to William Thomas's HBC post. Wind blew from the northwest and swirls of snow drifted across the lake as they snowshoed in on the post.

> "about 2 o'clock they returned and were equally as insolent... they first began...with taking my Hat off my head, stabbing and cutting it to pieces before my face, one of them tore my

> Coat off my back because I refused to cut the buttons off for him, they then forced open my Trunk and took & destroyed what they pleased, they then went to the Canadian house and... were worse there...I received a severe stab in the hand from a spear." (20)

The third day, the Cranes, to show their derision cooked and ate the HBC dogs they had killed. They came again to William Thomas and took ammunition, meat and rum from him. Then they set off leaving Thomas and McKenzie to salvage their goods. An angry Scot, William Thomas, entered in his journal: 'indeed no wretches ever deserved or merrited death more than they do'.

By late June, Econite and his five Crane brothers had come upland from HBC Attawapiskat to Osnaburgh House to trade 70 MB with Scotsman, John Davis. When two more Crane men, Sheeneekeene and Shewaykeeshick, 'came in from behind the house', Davis was unnerved; 'these Indians are part of the Cranes and I fear from their mysterious conduct are after mischief, they were now perhaps kept quiet by percieving my Men reinforced.'[21]

The following season 1815-16, the Crane men traded at Osnaburgh and Big Trout Lake. When the Cranes came into Osnaburgh in September 1816, they threatened to destroy the post and killed some of the HBC's cattle. The following summer they killed one of Ranald Camerons NWC men and in 1818-19 incidents occured at Osnaburgh House that reveal the Crane disorientation when consuming the alcohol of the trade. The hunter, Spotty's brother, was shot by Sheeneekeene when drinking with the Cranes. The HBC fur trader 'found the Indian with his brains blown out'. In February of 1819, the Cranes, 'all drunk' fought among themselves and Hookeemaw gave Sheeneekeene 'a Desparate Stab with his knive a little below

the Cavity of the heart'. This act, attacking a hunter within the clan, left Hookkeemaw 'under a deep Sense of the improprity of his conduct'.

In late August of 1819, twenty four Crane hunters took debt for fur at HBC Osnaburgh. They were now close to their demise as proud, individualistic clansmen. Beaver, the staple of the fur trade since its inception in the boreal forests, were at the edge of their existence. In the west, on the shore of Lake Winnipeg, in 1818-19, HBC Berens River post reported that in this area: 'which was famous for having Beavers and otters formerly--but--at present those Anomals is nearly Exterminated being long hunted by Different Traders'. Further east at Osnaburgh House the HBC trader remarked that in 97 MB brought in by Crane clansmen, Hookeemaw, Sheeneekeene and others: 'Scarcly any Beaver indeed I never saw them bring so few and they say that there is hardly any to be found'.

Caribou in reasonable plenty still roamed in the forests of the mid Bay River, the Cranes hunting grounds. They traded much of the venison off at Osnaburgh in 1820 where the HBC men admitted 'were it not for the Meat we get from the Indians we would actualy starve'. On March 17, 1820, three Cranes traded off 157 pounds of Caribou venison and ten days later, Sheeneekeene killed 18 Caribou and told the HBC trader he 'was wellcome to send for some of the Meat'.

The furs brought into Osnaburgh indicated what was already known: 'scarsely any Beaver or otters'.

Then in 1821, the NWC was absorbed by the HBC and a single company of westerners gained control of the fur trade in the boreal forest.

The amalgamation of NWC and HBC in 1821 was western commercial recognition that the boreal forests were impoverished and depleted. Returns at Osnaburgh House at the centre of the upland forests above Superior were a strong indication of the fur trade crash. The western concept of 'more' had taken commercial interests to the very brink; the clansmen of the forest, the procurers, were forced over the edge. The ecological interrelationships in the forests of native clansmen were severely altered. Beaver creatures were now sparse indeed. In 1788, Osnaburgh House had taken 4,200 Beaver pelts in trade. A mere, thirty three years later, they received less than 260 pelts. Other creatures, partially linked to the availability of beaver decreased proportionately. Where once native clansmen could find lodges for beaver food on a myriad of streams and lakes, there were none. Lynx creatures fell at Osnaburgh House in this thirty three year period as well. In 1788, over 500 pelts were taken, in 1820, less than 20 were traded at the house, rising to slightly over 80 in 1821. Another source of protein for the clan families was gone. Lynx, predators, related to the rabbit population, and a control element in their cycles, were a loss in that rabbit populations, would swing widely between abundance and nothing.

At Osnaburgh House, the Sucker, Crane, Loon, Caribou, Sturgeon and Pelican clans were the men, women and children who faced the starving impact of a grossly disrupted food chain. Of these clans, none would suffer more than the Cranes. Their starvation would not directly parallel fur returns at Osnaburgh House; however, for their prime source of late winter food was from caribou herds in the uplands north of Osnaburgh. But

two years after fur trade union, the Crane clansmen began to find their prime source of late winter food scarce. Caribou creatures sensitive to habitant, forest fires, and over hunting were still available in 1823 but vast herds were gone. In February, 1823, Cranes are at Osnaburgh House, James Slater describes them: 'they say they are Starving and I believe it to be truth', they have, 'the appearance of being in want for some time'. These clansmen also complain to Slater 'there is nothing to hunt as the Martens is all off'. Lack of Marten, creatures of jack pine ridges and mature groves may have been displaced by fire; one possible reason, also, that caribou are scarce.

Crane clansmen also have other problems in the winter of 1822-23, for, Shewekishick 'shot his hand off...last fall'. Matuwayninnee, did not hunt, spending the winter caring for his brother and in these days less men hunting meant less food. The Little Crane's clansmen--Econite, Shabwash, Waymestagoosheesh, Sheeneekeene, Pucuguan, Hookeemaw--struggled through the winters with empty stomachs much of the time. Their precarious position was restated by James Slater in September 1823: '10 Indians/The Cranes/ arrived they brought very little with them 4 other Indians/Tin Pots/ also came in with them'. When Hookeemaw and Pucuguan come back to Osnaburgh House in February 1824, they carry only 23 Made Beaver in furs. To Slater, they complain of starving since snowfall and confirm reports, 'that the whole of the Indians they have seen during the Winter are greatly distressed for want (of) Provisions'.

By the fall of 1824, the gaunt Cranes, clansmen, once proud Caribou hunters, are on a thin margin of life and they received little benevolence from the 'honourable' HBC that they and their ancestors have

supplied with furs and profits for over a century. Five Crane clansmen come to Osnaburgh House in September 1824. James Slater reports their fur take:

> 'with about 400 Ratts mostly all Small wans[1], the large Ratts I took for their debts and Scolded them for taking the Small wans[1] to which they said, if you were starving the same as we are you would be glad to kill anything you see, & if youl not take them give them to us & we will eat them--they wanted debts as usual and I told them that no debts, even now, to be given to any Inds, only a little ammunition...to which they replied you...want to kill the Inds, it is hard to Day[2] and it shall not be us alone that Shall day[2]." (22) 1. ones
> 2. die

As Crane clansmen continue to arrive at James Slater's Osnaburgh House in the fall of 1824, the horrid state of severely altered ecology appears. The Crane hunter, Peelesakg 'had starved so much during the Month of March that he had killed his mother and Daughter and Devoured their carks'. The response from Slater and the 'honourable company' to the brown skinned crofters of the forest could be summed up in the primitive old phrase 'business is business'. Cranes, in the fall of 1824; "got a little amanution & debt before they went of, not very well Contented, saying at the same time, 'youl never see us again us, we will...freeze to Death before the winter is over."

By the early winter of 1825, not just the Crane clan were famished. Moose, clan leader of the Pelicans is, with twenty five men, women, children starving at HBC Osnaburgh. The depletion of the once abundant creatures of the boreal forests, the cause of native clansmen's misery, is evident in 1825; two-thirds of the fur taken at Osnaburgh House is muskrat.

In 1825-26, the native families at Cat Lake were 'starving and making no hunts'. Seven members of the Crane clan starved to death; 'Shenneekinnee, a man about 60 years old & Suckennuchwishcon, old man about 80 years old, his Son a youth about 18 or 20 and, Pucuguans Boy, a youth about 18, one woman & 2 childring'. In addition to these deaths, three Crane Clansmen drowned in icy spring water when their canoe upset.

The caribou, once a staple of Crane clansmen's winter diet has almost completely vanished. A Crane hunter reported to Scot, Nicol Finlayson, the new HBC trader at HBC Osnaburgh in 1827: 'he has not Killed a single Deer the whole season tho these animals were once numerous on their Grounds--they are obliged to have recourse to rabbit and fish'. Caribou, in reality, are so rare, the Cranes did not have leather to make snowshoes to travel in deep winter snows. Finlayson feels that Crane clansmen have not made the adjustment to forests empty of large hooved animals, they are 'in search of imaginary Moose and Deer'; many of the Cranes die as a result of their compliance with the never ending demand of the fur trade. The commercial interests of the fur trade did not mourn their deaths.

The competition of commercial interests in the boreal fur trade resulted in a descent into monopoly by 1821. This appears to have been an inevitable result because competitive trade in a natural ecosystem depended on regeneration and continuity of a limited harvest. But western economics were impelled by profit to seek immediate exploitation. What one company failed to reap, the other would harvest. John Best's view of

the fur trade competition in the forests, in 1794, was" 'so what trade is got now, it must be done by strength'. His statement was premature but it correctly forecasted a period of twenty years that saw a perpetual state of feud between fur trade companies. The end result of this fierce competition was economic evolution into monopoly. A renewable resource, had by 1821, become so depleted, that it became ridiculous for vested interests to compete any longer for fur.

In the wink of a mere sixty-five years the fur trade in the forests above Lake Superior was laid in waste. After the fall of the French Regime in North America, the traders in the boreal forest, besides the chartered Hudson's Bay Company, were several smaller companies based in Montreal. Early traders like Alexander Hendry, James Finlay, Ezekiel Solomon, and Peter Pond were followed by many companies as mainly Scot individuals allied their interests in the pursuit of fur. James Finlay and John Gregory formed a company that lasted until 1783. Then, Normand McLeod, a Scot from the Isle of Skye succeeded Finlay and the company was reorganized as Gregory McLeod & Co. This company which employed ninety men joined the North West Company in 1787.

William Grant of parish Kirkmichael, Scotland allied with George McBeath--who also had interests in the North West Company--and later this company became Grant & Campion Company. By 1795, Grant & Campion were out of business when they joined the North West Company. Duncan Cameron and Company operated exclusively in the boreal forest north of Lake Superior and he also joined the North West Company prior to 1799.

Todd McGill, another company in fur, joined the North West Company.

Forsyth, Richardson and Company became the primary business, out of Montreal that Simon McTavish, Chief of the North West Company, had to compete against. Forsyth, Richardson and Company came into existence in 1790 when Robert Ellice & Co. dissolved. F.R.C. entered the fur trade late in the industry, 1792, as a subsidiary of Phyn, Ellice and Company in London. At first,F.R.C. sought furs mainly south of the Great Lakes. In 1795, they joined McTavish's North West Company but left this association just three years later. In 1800, they joined resources with Parker, Gerrard and Ogilvy to launch the New North West Company commonly known as the X Y Company. Thus, the competition for furs became a struggle between a wide assortment of profit seeking Scots. John Forsyth, his brothers, James and Thomas were all natives of Huntly, Scotland. John Richardson was from Portsoy, Banffshire and was a first cousin of the Forsyths. Thomas Thain, a nephew of John Richardson, was also a member of the X Y Co. John Ogilvy was another prominent Scot in the founding of this concern.

In 1803, when the X Y Co. was reorganized as Sir Alexander MacKenzie and Co., the competition for beaver had become unduly expensive for all the Companies and thus ensured the elimination of one or more of them. The positions of the HBC, NWC and XYC posts north and west of Osnaburgh House is illustrated by HBC trader, William Thomas writing from 'Post Doubtful', on White Pine Narrows Lake in 1804; 'there are no less than 4 Canadians' Houses in Lake Saul'.

The plethora for fur traders north-west of Osnaburgh led William Thomas to complain again, in 1804, of the difficulty of obtaining furs at Red Lake; 'occasioned by the great opposition, there being no less than 40 Canadians here at present'. In November, 1804, William McGillvray, Chief of the NWC negotiated a union with the short-lived Sir Alexander MacKenzie Company (XYC). Word of this union reached Red Lake in mid February, 1804. It was reported that the XYC lost £70,000 during their period of operation.

Now the struggle for the control of the fur trade narrowed to the two main competitors: the NWC, led by an assortment of Highland Scots and the HBC with its working force of Orkney and Islander Scots.

In 1805-1806, the NWC,unified with the XYC, launched an aggressive pursuit of the native clansmen's furs. This year, NWC traders confiscated furs at the HBC Red Lake post and further to the north-west, at Bad Lake, HBC trader William Corrigal, had a mid-night visit paid to him by Scot, John Haldane. Haldane had joined the XYC in 1798 and then followed the company into union with the NWC.

Corrigal explains what occured that spring night:

> 'About or near the Hour of twelve, 5 men of Mr. Haldane entered the House and Robbed it of furrs to the amount of 482 M Br Hudson Bay Company Standard. Self and men weare in bed, one of them Knocked at the Door, when George Grot opened the door, immediately they all rushed in and Securd 3 loaded Guns and 2 Pistols...One of the villains held a Pistol too my Breast and told me to Make no ressestance or he would shoot me, after having robbed the house of the furrs they retired and left me and the men at liberty. I immediately Slipped on a pr of Trousers and went to Mr. Haldane's House who was up and dressed at the time to enquire the reason of the Outrage when I recieved the following answer, viz, that he, Mr. Haldane had come for furrs and furrs he would have if they Should Come from Hell.' (23)

POSITION OF FUR TRADE POSTS NORTH-WEST OF OSNABURGH

1803 - 1804

LAKES	HBC	TRADER	NWC	TRADER	XYC	TRADER
LAC SEUL	HBC	William Thomas	NWC	Ronald Cameron	XYC	Mr. Lemay
RED LAKE	HBC	Thomas Vincent	NWC	J. B. Adhemar	XYC	Clerk
CEDAR LAKE					XYC	Clerk
BAD LAKE	HBC	Thomas McNab	NWC	Clerk (Dugald Cameron)		
WINDY LAKE (Favourable Lake)	HBC	Clerk	NWC	Mr. Munro		
BIG LAKE (McDowell Lake)			NWC	Alan McFarlane		
BIG FALLS (on Beren's River)	HBC	David Sanderson				
RICE LAKE	HBC	Jasper Corrigal				
POSITION UNKNOWN (Possibly at Big Trout Lake)		-	NWC	Duncan Cameron		

POSITION OF FUR TRADE POSTS NORTH-WEST OF OSNABURGH

1804 - 1805

LAKES	HBC	TRADER	NWC	TRADER	XYC	TRADER
LAC SEUL			NWC	Ranald Cameron		
RED LAKE	HBC	William Thomas	NWC	J. B. Adhemar	XYC	Clerk
CEDAR LAKE			NWC	Clerk	XYC	Clerk
OWL LAKE (McGuinnes Lake)	HBC	John Sanderson	NWC	Joseph Monier		
BIG FALLS	HBC	David Sanderson			XYC	Clerk
RICE LAKE	HBC	James Slater				
BIG LAKE (McDowell Lake)			NWC	Alan McFarlane		
DUCK LAKE (Duckling Lake)			NWC	Clerk		
GRAND RAPIDS			NWC	Clerk		
ISLAND LAKE			NWC	Mr. Munro		
CAT LAKE			NWC	Dugald Cameron		
POSITION UNKNOWN (Possibly at Windy Lake)			NWC	Duncan Cameron		

Native clansmen, naturally, traded at both NWC and HBC posts, and often did not have enough furs to pay debts at both. Some fur traders became enraged when a clan hunter traded at posts that were in view of each other. In 1809, William Corrigal opened up an HBC post on Eagle Lake, in direct competition with NWC Scot, Aneas Macdonell. When a hunter, who traded at the NWC post attached a debt with Corrigal's HBC post, Macdonell went on an apparent rampage with his cutlass, wounding HBC traders, until John Mowat shot him to death. Duncan Cameron, writing from his new station at NWC Fort Alexander on the grassy lands claimed:

> 'the Deceased went to Corrigals landing place for one of his Indians that went in with Mr. Haldane from Lake St. Ann's; immediately 3 Armed men came and attacked the Deceased who had no other Arms on him but his Hanger, with which he defended himself like a brave man till he wounded two of the Cowardly Villains.' (24)

In 1811, Mowat was branded on the thumb when he was found guilty of manslaughter in Lower Canada.

The conflict between the NWC Scots and the HBC began to take its final shape, when a lowland Scot, born the seventh son in his family, the Douglas clan, gained power and position with the HBC. Thomas Douglas, well known by his western title, the Earl of Selkirk, was an adventurous traveller. Monied, aristocratic, and commercial, he had purchased 80,000 acres in Prince Edward Island and settled 800 Scots there from Skye, Ross-shire, Inverness, Argyllshire and Uist, in 1803. He established another colony of Scots at Baldoon in Upper Canada and he hoped that he could establish a colony of dispossessed Scots further west at Sault Ste. Marie.

In 1811, the HBC stock values plummeted from £250 per share to £60, Thomas Douglas and his financial backers gained control of the HBC. Douglas knew the fur trade commerce in the forests was waning and could not revive itself but the HBC could be utilized to further his colonizing plans.

Thomas Douglas was an agriculturist not a fur trader. He argued that the fur trade in the Canadian forests was grossing only £200,000-300,000 per year and this resulted in a meagre £50,000 of exports from Britain. But the introduction of agriculture in the Red River grassy lands would quickly offer accounts worth much more than all the fur trade was worth. Through his control of the HBC stock-holders, Douglas obtained a private grant of 116,000 square miles of the grassy lands: an area five times the size of Nova Scotia.

Opposing these plans was William McGillivray a son of Stratherrick, Inverness-shire, a nephew of Simon McTavish who replaced his uncle as Chief of the NWC in 1804. McGillivray had been in the fur trade since 1784 and he had no intentions of letting the NWC crumble while in his hands; indeed; the NWC had the largest share of the sleek fur caught by the natives of the forest.

Douglas went ahead with his plans using the HBC as a convenient support system for agricultural settlement.

Settlement of the Red River country went ahead under Thomas Douglas's direction. This resulted in open conflict and the event that occured at Seven Oaks with the death of 21 persons is well documented elsewhere, as is the capture of the NWC supply depot at the Kam River

Decline of Beaver and Other Pelts Traded at Osnaburgh House 1787 - 1821 (includes Cat Lake in years - 1788-1791, 1793-96)

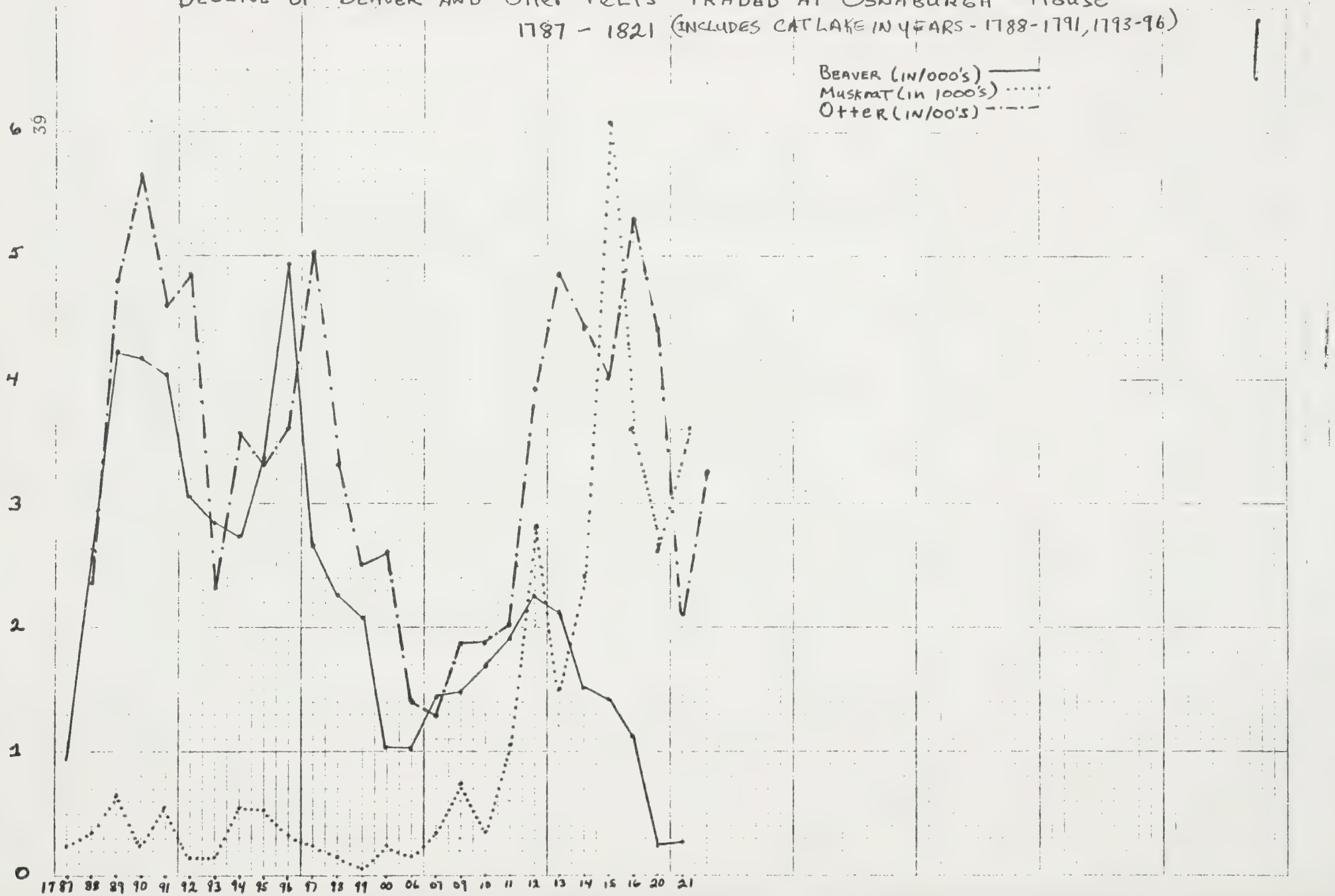
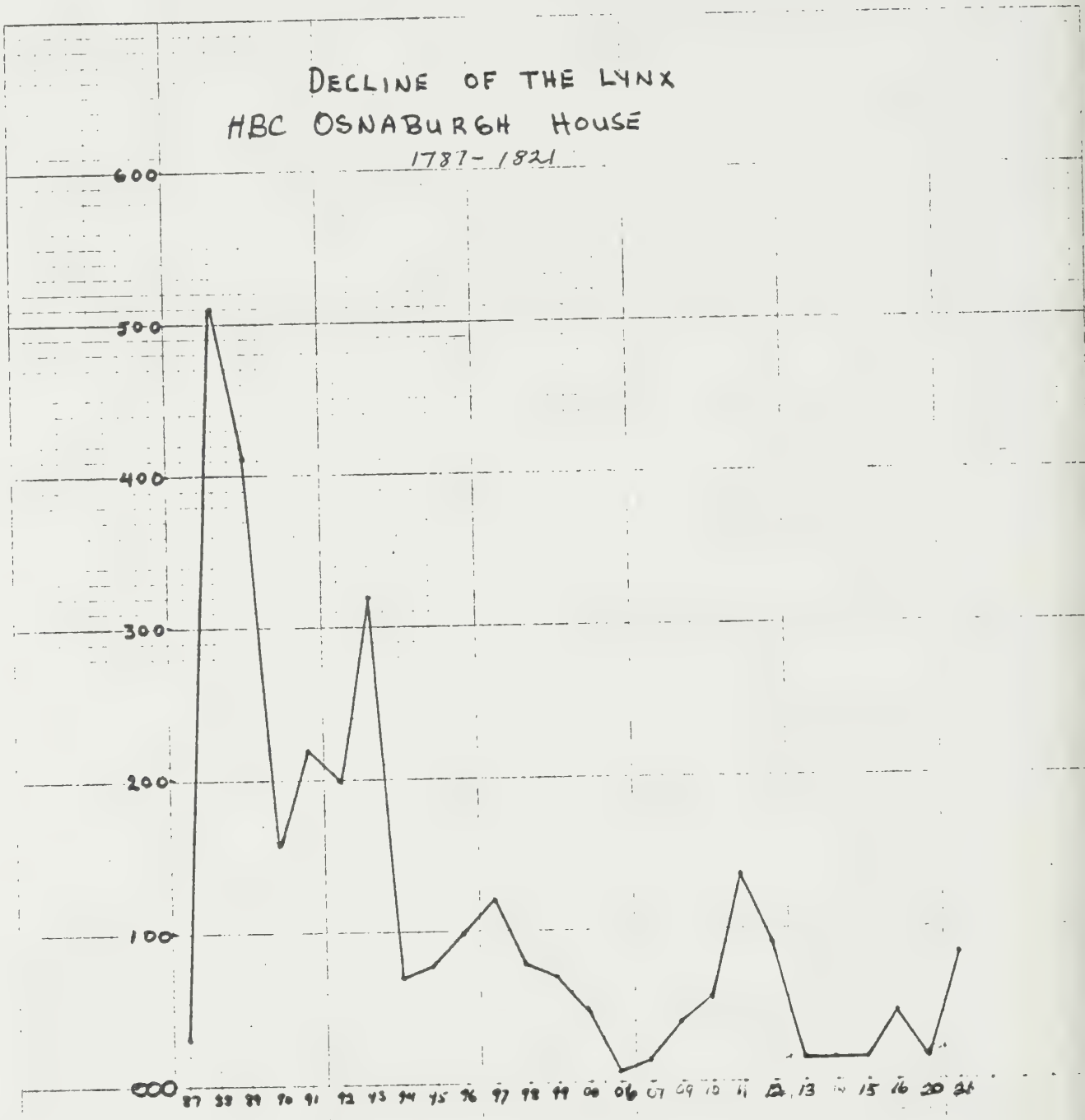


Chart adapted from: Bishop 'The Northern Ojibwa


DECLINE OF THE LYNX
HBC OSNABURGH HOUSE
1787 - 1821
600
500
400
300
200
100
000

by Douglas in August of 1816.

What is of more concern is the demise of a renewable resource in the short span of 65 years. There were of course no quota's, or controls. Demand for fur governed the fur trade companies motivations. A profit could be made, and that the profit was at the expense of the animals and the native procurers meant little.

* *

It is quite possible we will see this same evolution into a monopolistic situation with the pulp and paper mills in the north. The parallel to the historical evolution of the fur trade seems strong. Several companies start out competing for a renewable resource. The resource is depleted and the companies start to fade away. Reed International is gone and American Can in Marathon is up for sale. In fifteen years it is likely that fewer companies will exist for pulp and paper production in northern Ontario.

FOOTNOTES

1. Osnaburgh House is used here as a geographical reference point. This HBC post did not actually exist until 1787. The location of the clan hunting grounds is based on back-dating from HBC reports.

2. See Duncan Cameron's essay in Masson.

3. The Severn River is called the Bay River by the native folk. In HBC journals it is often called the 'Washeo' river.

4. There are several HBC references to the location of the various clans of native people. In addition to the two quotes under the map - a third reference is found in HBC Arch. B16/e/1 fos 6-7

5. HBC Arch. B/3a/57

6. HBC Arch. B/78a/5. Indeed this is largest individual catch (Made Beaver) that is reported in nearly 200 years of entries read by the author.

7. HBC Arch. B/78a/7

8. HBC Arch B/78a/8

9. HBC Arch. B/198a/28

10. HBC Arch. B/78a/13. To men with scientific training such a report appears to a major hit by a meteor. To have heard the sound of this strike '8 or 10 minutes after' suggests that it may have impacted in Hudson's Bay?

11. What does such a geological event imply for the construction proposed for Onakawana?

12. HBC Arch. B/115a/9

13. HBC Arch. B/123a/9

14. HBC Arch. B/155a/19

15. HBC Arch. B/220d/3

16. HBC Arch. B/155a/18

I - Footnotes continued

17. HBC Sandy Narrows. The exact location of this post is subject to speculation. We do know that it was some distance to the north-west of Osnaburgh and on the east side of Lake Winnipeg. It is entirely possible that it was in the narrows at the present day Sandy Lake Reserve.

18. HBC Arch. B/193a/1

19. HBC Arch. B/10a/2

20. Ibid;

21. HBC Arch. B/155a/

22. HBC Arch. B/155a/36

23. HBC Arch. B/244a/1

24. HBC Arch. B/57a/3

THE TREATIES ISSUE AND LAND USE RIGHTS BY THE PROVINCE OF ONTARIO

II

"He was lying on a rock with his sash tied
in a large slip knot round his neck"

"We whiteman could not exchange a single
word with them. Even the Commissioner who
speaks Cree fluently was stumped for the
Deers Lake Indians are Saulteaux."

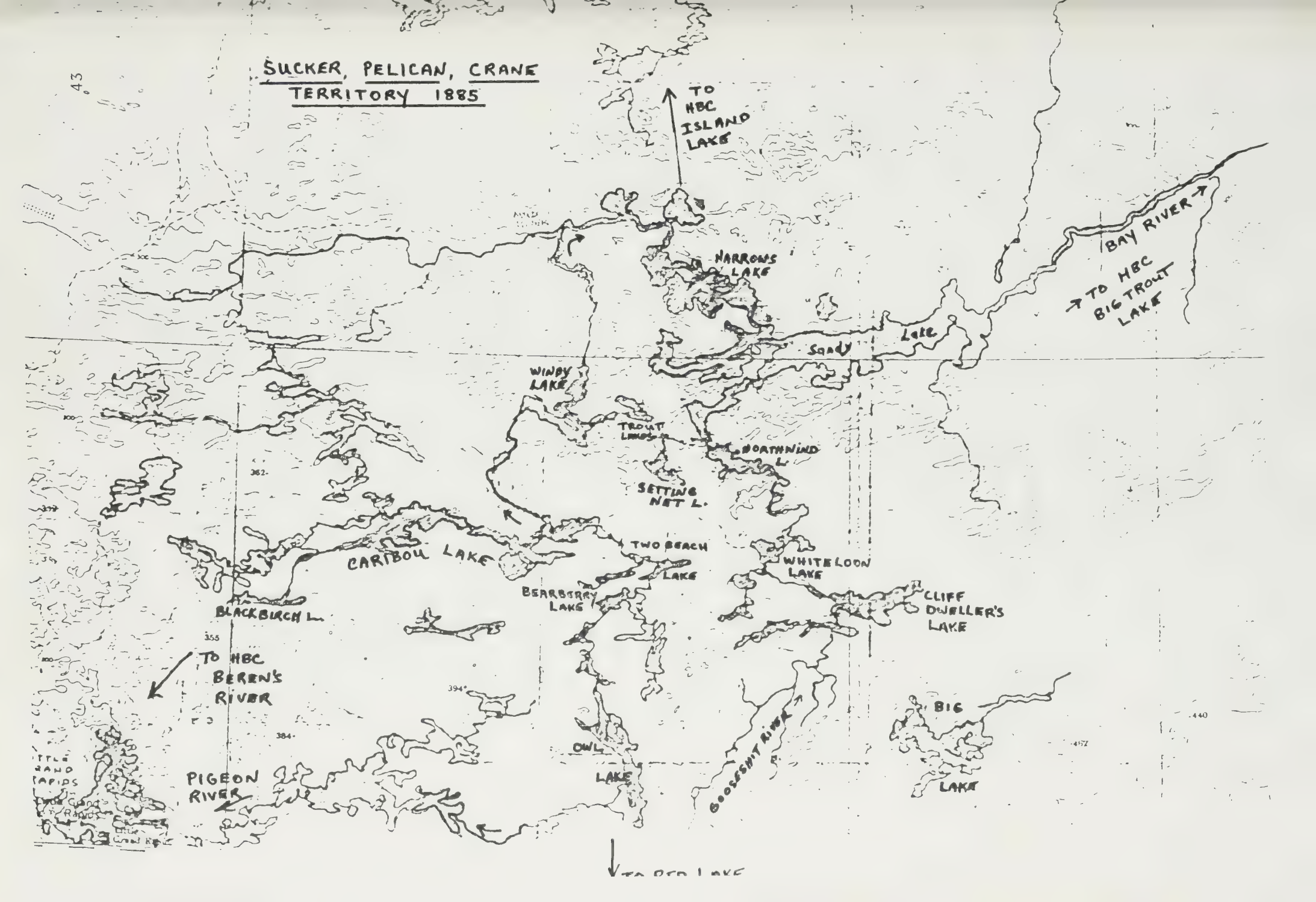
THE TREATIES ISSUE AND LAND USE

RIGHTS BY THE PROVINCE OF ONTARIO

Fur In The Nineteenth Century - Severn and Osnaburgh Districts

The crash of the fur trade in the upper Severn River in the 1820's - 1830's is as severe as the occurences in the Osnaburgh District. The Hudson Bay Company's take-over of the NWC led to the closing of over half of the fur trade posts in the forest. This led the natives from HBC Big Trout Lake, when their post was closed to ask: 'What they have done to be thrown away like dogs?'

In the Sandy Lake District a post was maintained from 1824 - 1833 after the HBC monopolization. The first year a post was built at Cliff Dweller Lake (North Spirit Lake) but the next year it was moved to the tip of the long peninsula on Windy Lake (Favourable Lake). Windy Lake closed in the summer of 33 when the post-manager, William Mackay, and his family were, 'obliged to have resource to rock weed for a miserable and scanty meal'. This district, MacKay reported in 1830, was in a 'poverty of the country in the larger class of animals'. Then in the winter of 1832, 'the total disappearance of Rabbits all over the District', occured and this combined with a lack of moose and caribou produced disastrous results. William MacKay informed Oxford House headquarters that in Windy Lake: 'no less than three whole Families, Men, Women and Children have Starved to Death, other of his Indians he is apprehensive have likewise shared the same fate.' [1] (The size of clan families is large. Leading men had two or more mates. A guesstimate would be that forty people from the clans starved this winter.)


SUCKER, PELICAN, CRANE
TERRITORY 1885
TO HBC ISLAND LAKE
NARROWS LAKE
BAY RIVER
TO HBC BIG TROUT LAKE
Sandy Lake
WINDY LAKE
TROUT LAKE
NORTHWIND L.
SETTING NET L.
CARIBOU LAKE
TWO BEACH LAKE
WHITEFISH LAKE
BEARBERRY LAKE
CLIFF DWELLER'S LAKE
BLACKBIRCH L.
TO HBC BEREN'S RIVER
PIGEON RIVER
OWL LAKE
GOOSEWHIT RIVER
BIG LAKE

Thus, the HBC Windy Lake Post was moved north over the long portage out of the Severn basin and set up in Island Lake up on the Hayes River system.

A full six years after the starvation tragedies at Windy Lake, the forests in that area and around Island Lake and Sandy Lake are still not abundant in animals. Even with less trapping of fur bearers, the country is slow in recovering. When clansmen from Sandy Lake, Windy Lake, and Muskrat Dam arrive at the Island Lake post in 1839-40, William MacKay's descriptions reveal the broken ecology of the forests.

Sept. 7, 1839

'Indians arrived from Sandy Lake quarter have Brought some Furs But Chiefly Musquashes, they also are starving hard.'

Sept. 15, 1839

'Indians starving about Island Lake.'

Sept. 20, 1839

'Baptist the Duecure arrived with 15 Musquashes, all his summers hunt.'

Sept. 21, 1839

'Indians arrived from Sandy Lake Quarter in a pitiful state both cold and hungry and their Garments of Rabbit Skins in a fretful state.'

March 17, 1840

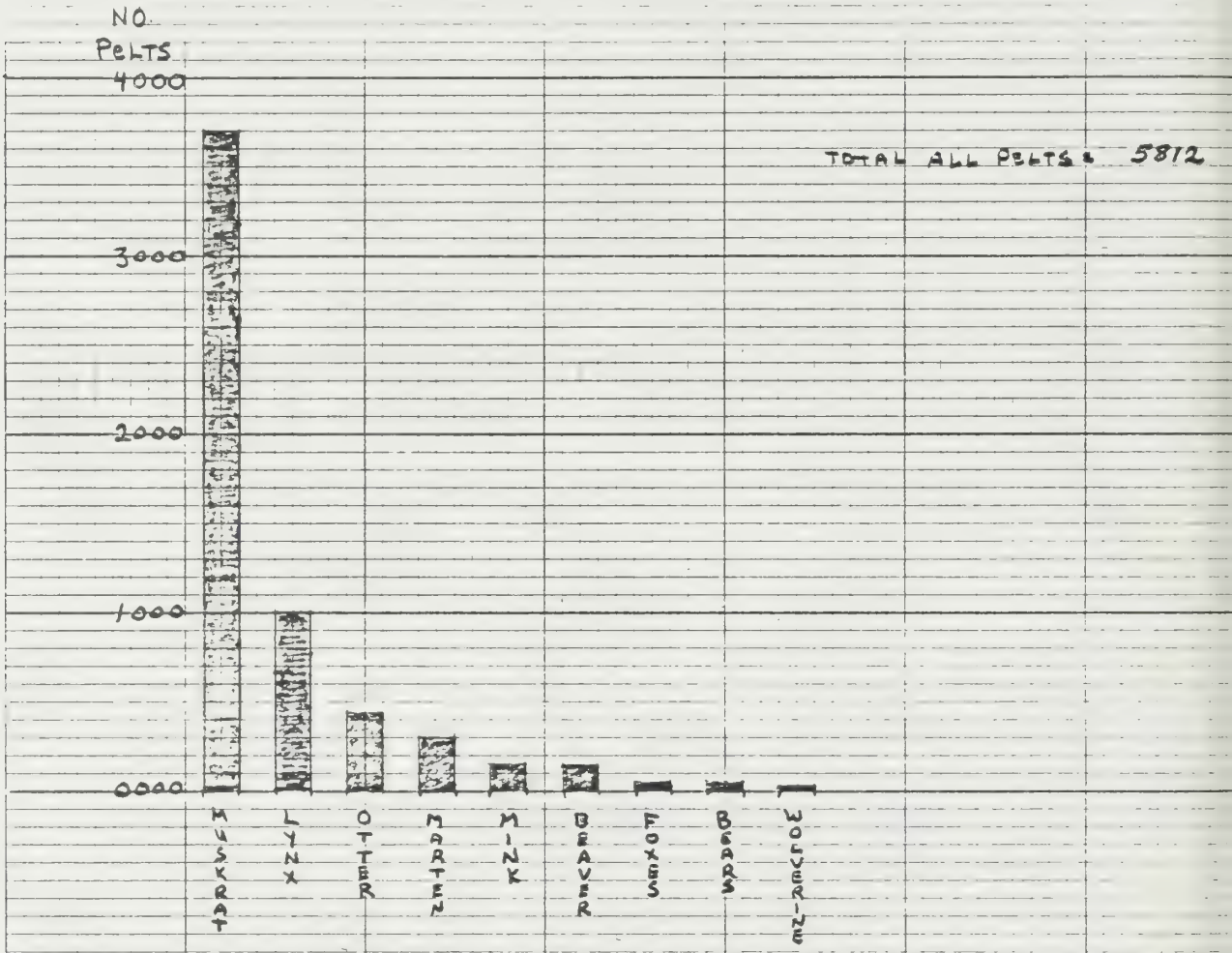
'Three Indian Lads from the neighbourhood of Rat Dam arrived... brought nothing with them. The old (whole) way starving.'

MacKay summed up the conditions of the clansmen and of a forest that:

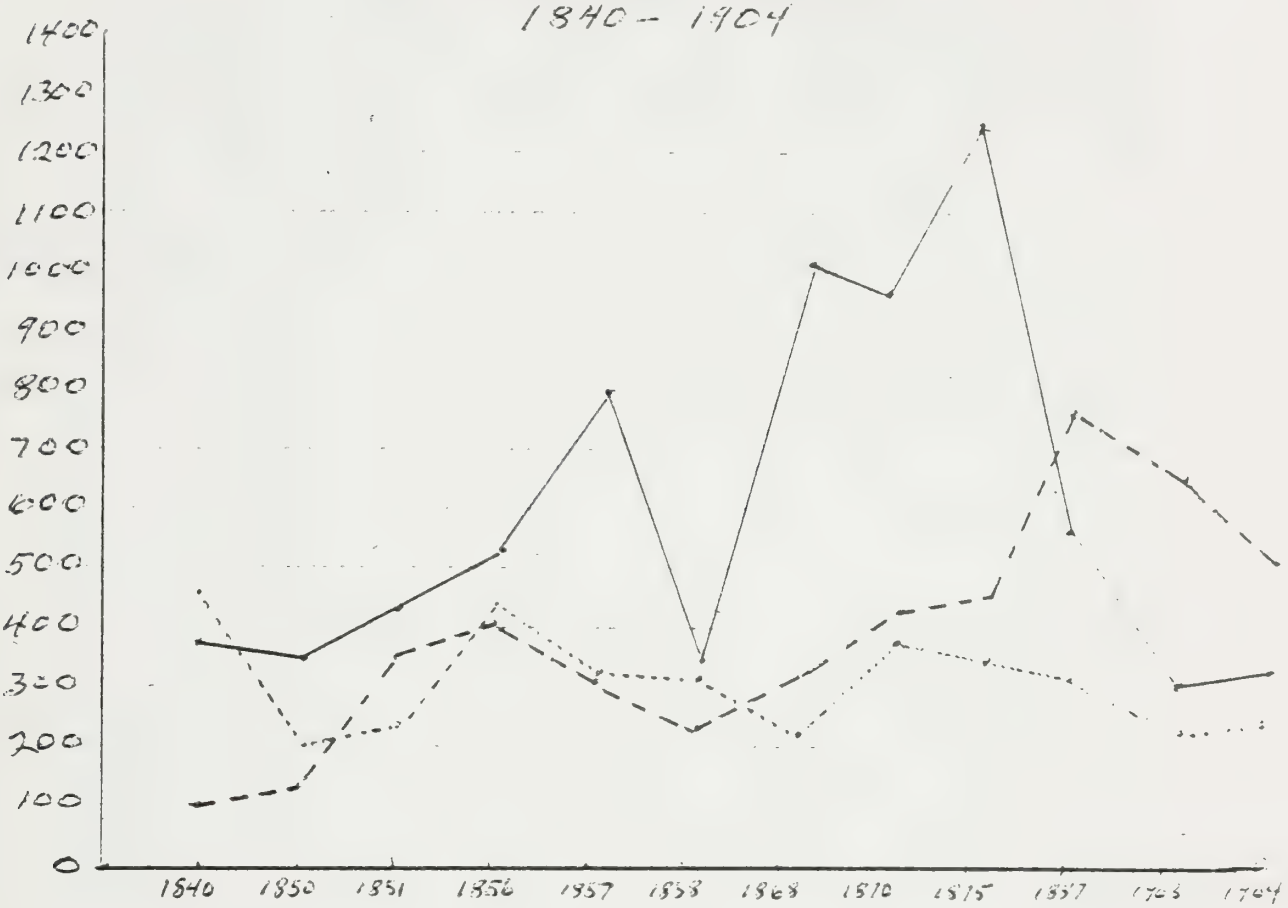
'in former days (the Country) abounded in animals is now reduced to this stat. The Country(1) is now interly distited (2) for aniamals, and soley depends upon fish and rabbets and an Indian in this quarter must depend upon the Hooke or his Snear (3) when he Leaves his Tent.'

(1) country (2) destituted (3) snare

Fur Returns Island Lake HBC Post
1839-40



BEAVER, OTTER, MUSKRAT CATCHES
HBC OSNABURGH HOUSE
1840 - 1904



—— BEAVER

..... OTTER

– – – MUSKRAT (CATCH IS IN 000's)

Chart adapted from, Bishop pages 205, 52-53

William MacKay's fur returns of 1839-40 are also a reflection of the barren forests about Island Lake and the Severn River reaches. Muskrat was all that could be had. Muskrat made goods costly.

At HBC Island Lake, William MacKay had resorted to agricultural practises to obtain a food supply for his family and three servants. In 1839-40, he obtained 13 bushels of barley from 3/4 of a bushel sown; 175 bushels of potatoes from 9 bushels; he also grew turnips. In addition he put up about four ton of whitefish, for himself, servants, dogs and clansmen when they visited the post. (Such agricultural figures are interesting in their indication of potential produce for selected areas north of fifty.)

It is the middle of the 19th Century before the whole ecological system in the Osnaburgh and Severn District swings back into balance. In 1856, for example, natives from the Sandy Lake area bring into Big Trout: 428 Beaver, 317 Marten, 29 Otters, 25 Lynx, 23 Mink, 3 Black Bear Skins, 3 Wolverine, 2 Fishers, 438 Muskrats and 30 pounds of beaver castoreum!

The catches of fur over the period 1840-1904 for Osnaburgh are generally indicative for the last half of the 19th Century. Beaver, a renewable resource, instead of returning a sustained yield, appear to repeatedly peak then bust. In one year, from 1857 to 1858 the catch drops approximately 50%. Protein available to natives from beaver flesh drops 50%. Ten years later, however, beaver returns are at a new high. At the turn of the century beaver returns decline to below 1840 levels. In the Severn district HBC records indicate a similar trend. 'I am afraid the

H.B.Co.'s line to the Indians was furs and more furs and very little enlightenment on any other subject', Big Bill Campbell*, an HBC fur trader at Island Lake was to say.

In the late 19th Century in the upper Severn district the leader of the Sucker clan is a man known to his people as Porcupine Standing Sideways. (He is the great grandfather of Thomas Fiddler.). Big Bill Campbell, the HBC trader at Island Lake spells Porcupine's name out in his journals as 'Pemicheka'.

Native Life Before Treaty

Thomas Fiddler: Probably, Porcupine was born around the Windy Lake area. He spends most of his life around there, at Caribou Lake, Setting Net Lake, Windy Lake, Trout Lakes, at the Sandy Lake narrows and O'paskquiang. Especially, the late winters were spent at O'paskquiang and Angekum Lake; the reason being: they hunted caribou in this vicinity.

At Angekum Lake there is a big hill and beyond this hill, the land is muskeg. There are herds of caribou there. The muskeg area is where they kill the caribou with flintlock guns. There, they build lodgings of evergreen boughs and cover them with snow.

When they found the herds, they kill a lot off because the caribou do not run away when one is shot. They preserve their meat - pemmican. When pemmican is put in birchbark containers and covered with rendered fat, it will keep for a long time.

*Grandfather of Stanley Campbell of Balmertown, Ontario.

In the springtime, Porcupine's people came down the rivers to catch beavers and muskrats. They smoked beaver, muskrats and ducks. These are put in birchbark containers as well. When the lakes are free of ice, they moved up the river to Mud Lake to have their annual Wabino ceremonies. All the people from Sandy Lake, Cliff Dweller's Lake, Caribou Lake and Island Lake gather there each year to celebrate their survival of another winter. At this time, all the people came to this place, where Porcupine was, because they look upon him as their leader, the Wabinowin of the longhouse.

At the end of May, that's when people start to arrive at Mud Lake. The People stay on the east end of Mud Lake, about one mile inland from the Bay River. That's where they held their ceremonies.

These people know the exact time when the sturgeon will spawn at Cobham Falls, near Mud Lake. They look at the leaves. When they are the size of a beaver's ear, they know the sturgeon will be spawning. Porcupine and the people also knew it was time to meet at Mud Lake by the size of the leaves. The leaves grow very rapidly, in two days they change. It is at this time the Wabino is held.

The Wabino is religious - sacred. The belief is: it isn't good to kill birds and animals just for the fun of it. It's like; some people think that one thing is nothing. Manitou doesn't think that way about one thing - that one thing is nothing. He thinks a great deal about it. It is the same way with people, Manitou doesn't think people are nothing, even those that are not good to look at, or are ugly. Manitou does not think that the animals are nothing.

Of all these people, including Porcupine, who practiced the Wabino: they used it because they are thankful for everything they have; even to the rock that lasts forever and the herbs that grow up in the summertime. Because of all these things, they know there is a Manitou and they are thankful.

The Wabinogamick* is built of poles and the entrances are built where the sun comes up and where the sun sets.

At the east entrance of the Wabinogamick is a thick pole called the Wabino atik. The reason for the pole is: it represents a human being on earth. At the base of the pole is a rock. The rock is to represent eternity. There will always be a rock no matter how things exist. Even if the world explodes, there's going to be chunks of rock floating around somewhere!

Inside the Wabinogamick, there are two poles at each end that the people dance around.

Before the Wabino ceremony starts, it is only Porcupine and the old men who sing and play the drums. At the start of the ceremony, Porcupine will ask his godchildren to open the ceremony by bringing him tobacco, and a plate full of food. After the food is eaten, Porcupine starts beating the drums, singing. He tells his godchildren - the children for whom he has dreamed names - to start dancing. Porcupine does this because he is glad his godchildren are healthy and well and he wants them to be happy in dancing. When the godchildren start to dance, the parents are happy. Their children are alive and well.

*Longhouse structure

All the people who have godchildren are sitting in the Wabinogamick. When Porcupine finishes drumming and singing, another godfather will drum and sing. His godchildren will join the children already dancing by joining them. Then another godfather will drum and sing. Then the parents join in the dance and after a while relatives join also. Pretty soon, everyone is dancing.

Another part of the Wabino is when all the men who make good in their fur trapping show their thankfulness. In the same way, the drummer is given tobacco and food. When he starts to drum and sing, all the trappers praise the drums. And the people who have survived the winter and had a good season in trapping, stand up to dance. They carry traps in their hands while they dance. In the same way, everyone ends up dancing.

The third part of the Wabino is all the moose hunters who were successful in killing moose. Porcupine, or another leader like Adam Meekis, is given tobacco and food and he drums and sings. The moose hunters hold their guns and they dance all kinds of steps. Sometimes, they dance backwards in their joy.

The fourth and sixth parts of the Wabino are a thanksgiving to the fish, because Porcupine's people depend a lot on fish. This follows the same pattern as the other parts. A man is picked to lead this as well.

In these days, the men never collect firewood. So the next part of the Wabino is about women; all the women who gather firewood, look after the lodges and cook. These women get together and pick an old man to bring food and tobacco to. He beats on the drums and sings and these women get up to dance, carrying their axes with joy.

The next part of the Wabino starts when an old man is given tobacco and arrows by the young boys, from about twelve to seventeen. They don't have many guns and the boys use bows and arrows to hunt small game like rabbits and partridge. When the old man starts to sing, the boys hold on to their arrows and dance.

The Wabino ceremony comes to an end in about a week. About the day before it ends, they hold a big medicine ceremony. They have a big pot of herbs prepared to keep the people in good health. The people take a couple of sips of this medicine during the ceremony and they will keep the remaining herbs throughout the following winter.

This last day is a big feast for everybody. People bring food to Porcupine and then they sit there and eat it with him. Porcupine takes food around and everyone takes some of it. The food is sacred and the people don't want scavengers or dogs to get at it so all the remains and leftovers are placed up on a scaffold, out of the way.

Just before they finish the ceremony, some of the men prepare a shaking tent. Porcupine goes in there to ask the spirit beings if the ceremony they held is good or bad, or if something is going to happen to the people.

Just before the ceremonial closes, Porcupine will close it by beating on the drum and singing. Everybody starts to dance, and even Porcupine, the leader, is beating on the drum and before he goes out he dances around the poles three times and then goes out the east door.

At both ends of the longhouse, men and children pull out both poles and the boulders are carried out. When the inner poles and boulders are taken out they are placed by the wabino atik pole and left there.

It finishes just before the setting of the sun.

During the summer Porcupine's people roam around the area of Northwind Lake and Windy Lake.

The summers are a time to enjoy life and living. There is Porcupine and son, known as Jack Fiddler, and his sons, Robert, Adam, George Jean Batiste, Charley, Henry, their families; also Joseph Fiddler and his family; also Adam Meekis and his son, James Meekis, his brothers, Joseph, Jake, David, Alexander, Luke, their families; also Papaamikiishikwap and the Cranes; also John, Elias and Angus Rae. Then there is Mooniyas, Loon Foot, Piiwaapik and others. They have good times in the summers. Summer is usually an easy time for living.

In the summertime, someone usually kills a Groundhog. When they cook it, they cook everything. It is said only the men can eat it. No women can eat it! So, the men go away someplace where the women can't go. But everyone is told where the men are going to eat it, usually near the camp. The men will go and eat it there.

All the women are told: 'we men are going to eat the groundhog there! It is part of a game.

At the place where the men are eating the Groundhog, the women attack them. All the women, even the little girls, break into

the men's encampment to try and get a piece of the Groundhog because they have been told they can't eat it. Old women are on the attack too.

The women try to eat this Groundhog. Sometimes, a women will get a piece of it from a man or the pot. If she gets a piece of it into her mouth she wins. If she can't quite get it into her mouth, and the man takes it away, she loses.

Everyone plays in this game, even the old people.

Another summer game is shooting arrows. On the birch tree, a musky fungus grows. The men in Porcupine's time and before, find an old birch tree with these things hanging on it. They try and shoot arrows through the fungus. They might shoot ten arrows apiece. When they shoot they chant a song: "Ah-gah-da-no, bah-gah-da-no. Ah-gah-da-no, bah-gah-da-no."

When they can't find the fungus on the birch tree, they use bunches of wrapped pine boughs and shoot at ten bundles with ten arrows. As soon as a man misses, the next man shoots. If a person hits all nine of them and then has one arrow and one bundle left, the last one - tenth bundle - is put on the end of an arrow and moved around so a man can't hit it. But if he hits it, he is the winner.

A time ago, when the people are sitting around the lodge, they play, hold the wind, a game. They don't have floors in the lodge, only spruce boughs. They have a long stick with notches in it. They place their fingers in the notches and hold their breath then count. A person might go to the top of the stick then start again before he inhales.

In the fall - when the ice has not formed, people move toward Caribou Lake on the river that comes from Owl Lake. There are two falls on this river, they are Cliff Falls and Standing Falls. Between these two falls there is a river and some small islands in it. The whitefish usually come up the river from Caribou Lake but the Standing Falls is impassable by fish. They trap these fish.

When they are going after the Whitefish, about half-way between these two falls, Porcupine's people block the river off. A large number of big trees are floated down the river and piled to block the stream. They make a fish weir so that Whitefish will swim right into it. It is blocked up so that no fish will escape. The fish flow in over the top of the weir and drop in so they can't escape.

When they catch a lot of fish, they dry it and make it into pemmican and they store a lot of fish oil. The gut of Pike is blown up so that it is about two feet long. Then fish oil is stored in it. Also, thin layers of Whitefish are placed in birchbark containers. These containers are stored out on an island, where bark is placed over them, then rocks to stop water from seeping in.

At the time of early winter, Porcupine's people make a "Missayquam", a large lodge dwelling. It is pretty secure and all the people live in two large lodges.

During the freeze-up, when it is not possible to travel anywhere, they usually hold a feast called, "Wee-kwing-de-na-nong."

The men, the trappers, gather together in one of the missayquams.

The wee-kwing-de-na-nong is a thanksgiving ceremony expressing thanks for Manitou providing for them - asking for strength and to help them have a good winter. That is what the ceremony is all about.

In this ceremony, the men use an empty can and they fill it up with "weejana", sex organs. This weejana; they cut up the sex organs of different animals into it and stir it up.

They make lots of this and they have the ceremonial, praying for this weejana to get animals into their traps. They usually hold a feast, with food that has been stored up, and then they get out their drums and praise the weejana.

The men have their own cans, and each takes some of this weejana. They use it for bait by rolling up some grass on a stick. Then they dip it into the can and scoop it up and place it where they set their traps.

Women do not take part in this ceremony except as an audience.

When Porcupine is roaming around, he has no idea what Christmas is about. But, he knows that at that time of the year - just before Christmas - the days get shorter; and after Christmas, the days get longer.

During this time of the year, Porcupine holds a ceremony. When they have this ceremony, that's when they use their stored food for the feast.

After the ceremony, they move toward South Trout Lake, and fish for trout through the ice with hooks. Toward February, they move up to Angekum again to hunt Caribou.

The Years Before Treaty

There is no doubt that there are good years in the boreal forest of Porcupine's nomadic people. But, at the end of the century, beaver, the great stabalizer of the ecological system, are again on the waine because of over production.

At the end of the first day of 1891, William Campbell is alarmed about his Indian accounts. No one from Porcupine's Sucker clansmen has come to the post with furs all winter. Campbell decides to find the reason for not a single hunter's appearance from the distant Windy and Caribou Lake country. On the 7th, he sends out two of his outpost runners, his father-in-law, David Munro, and John Mason, an Island Lake hunter, to find old Porcupine's Sucker camp.

Later, under a bleak February moon, the two dog sledders return with very few furs to tell that:

> "Jack Fiddler (Old Porcupine's son) having gone into Grand Rapids with their hunts in the first part of the winter which accounts for their not hunting now. They are all heavily debted and there is very little hopes of their paying their debts as they used to make the bulk of their hunts in the first of winter." (2)

A few days later, Porcupine's grandson, Robert, with Enos Loonfoot, snowshoes to the Island Lake post for supplies. They 'brought nothing', Campbell writes in his journal, 'their Band has been sick all fall and, therefore, not hunting according to their Account.'

Near the end of March, Campbell sends off James Kirkness with ammunition for the men of Porcupine's camp. On April Fool's day James is back at Island Lake. 'The Cranes' James says, 'are doing very little' and Porcupines 'have no furs at all because they are starving and cannot hunt.'

After the long winter finally melts away, the Sucker clansmen and the Cranes, who hunt at the eastern reaches of Sandy Lake, come into Island Lake with their spring hunt. They bring 'quite a few Bears and Musquash but a great decrease in other furs.' Next day, old Porcupine's Sucker men arrive at the post. When Campbell opens their fur he discovers they bring 'nothing but Musquash.' He supplies them with nothing but a little tea and tobacco. When the sun brightens the next morning, the Suckers and Cranes leave the post in thirteen birch-bark canoes.

In late August, 1891, the yorkboats return from Norway House with another year's supplies and all the families around Island Lake and the upper Bay River come again to the post to take debt for furs. There at least twenty canoes beached below the post and over sixty hunters waiting to see the new shipment of goods. But, the previous winter has given up few furs to pay debts.

> "I am 'giving out', Campbell says, 'very little debts some men not even supplied with necessaries for hunting as their hunts last winter did not come to more than a few find skins MB Some of the Indians started out today as they are starving - having nothing to eat!" (3)

Now, Jack Fiddler and sons, Robert, Adam, George, Jean Batiste, Ennis, Charley, numbering thirty odd, with his aged father, Porcupine, face another winter with little to sustain them.

Soon, there is more than suffering among people. Early in the winter, a group of grim men from the different families walk out of the Bay River country with furs. Debt must be paid if supplies are to be obtained. These men - their minds held by sadness - are Peter Flett and

Papaquatem of the Crane clan, David Meekis of the Pelican clan, and George Fiddler from the Sucker clan. They tell Campbell of their trials and at night he writes in his post journal:

> "they report the Bands as doing very poorly in the hunting kill owing to Sickness. they also report 6 Deaths one Pemicheka* (120 years) the Chiefs Father one woman and 4 children. Each of Miscenaweninews** Band have hunted a hundred Rats each some of the Cranes have 10 MB each they got nothing." (4)

David Meekis, George Fiddler and the Cranes get nothing from the post. They have travelled out eight nights on the winter trails to pay off a past debt with muskrats. Six of their people are gone from living, including the old clan leader, Porcupine. They snowshoe back to their winter camps, their food sacks empty. Jack Fiddler is now the Sucker clan leader in the upper Severn.

After Porcupine Standing Sideways death in 1891, a series of years begin where calamities continue to outcount good years. In 1892, one of Porcupine's women went 'windigo'. In 1893, Enos Loonfoot, a Sucker, shot himself by pushing his sled with a musket. Furs take an upswing starting in 1894, and an outpost is built on Narrows Lake. The lake is just upriver from Sandy Lake. It is the first post in the upper Severn basin in over 60 years. Not since 1833 had a fur post existed north of Little Grand Rapids until the Island Lake was reached. For over 60 years, 1833-1894, the clans of the upper Severn did not have an HBC post in over 15,000 square miles of territory.

* Porcupine Standing Sideways (Thomas Fiddler's great grandfather)
** Jack Fiddler (Thomas Fiddler's grandfather)

In 1894, a half-breed Scot, James Kirkness and clan men built the outpost at Narrows Lake on William Campbell's orders. Furs, especially long-haired furs, were plentiful in the Severn.

Some hunters, like James Meekis, of the Pelican clan, caught silver fox. Lynx were in number, suggesting that rabbit populations were strong too. "Most of his indians," Robert Whiteway, the new HBC Chief at Island Lake, said of James Kirkness, "are doing pretty good on the Fur there & paying up their Debts better." In fact, trade went so well, some clansmen, "paid their new debt and some of their old also." The hunt for fur continued good returns through 1897. Sucker clansmen, Joseph Mooniyas, Sinawackacappa, and John Mamakisickum, brought in 400 MB in Lynx. James and David Meekis of the Pelican clan from Caribou Lake brought in 'mostly lynx' as well.

The clans of Jack Fiddler and the Crane clan from Cliff Dwellers Lake continued to live well. Plentiful fur gives meat and credit for trade supplies. In the winter of 1897-98, James Kirkness dog sleds out to Narrows Lake four times and Whiteway's journal reads: 'the Sandy Lakers had done very good on the Hunt. All the S.Lake Furs brought down this trip, two good sled loads.'

All seemed well to Robert Whiteway, who evaluated the forests and the clans strictly by his HBC account books.

Then 1898, the plunge in furs and with them go the available protein from most of the animals on land.

James Kirkness went out to his outpost on Narrows Lake early in October and when he returned on the 17th, he reports he had to 'brake ice both going and coming back!'

From this day, words of the suffering appear in the Island Lake Journals.

> December 2, 1898
> 'Kirkness got back this evening from Sandy Lake his Indians are doing very little on the hunt believe they are starving as there are very few Rabbits.'
>
> January 10th, 1899
> 'Sandy Woods camp they are still starving James & Alex Mason in last night brought about 40 MB Fur They are starving & not able to hunt & have supplied them some provisions.' (5)

On January 30th, Thomas Knott and Charles Hastings arrived 'all sick & starving'. When Kirkness dog sleds in from Narrows Lake on February 7th, he tells that the hunters are doing 'middling on the hunt'. When he returns from a March trip to Narrows Lake he reports: 'didn't see any of the Cranes the others are doing very little on the hunt as they are starving.' The very next day, March 10th, Whiteway's journal reads:

> "McKay & a Boy also in last night doing nothing on the Hunt they are starving gave them some provisions & to keep the life in them poor MacKay is nothing but a skeleton." (6)

On April 1st, Wallace Day and his son William, of Island Lake, arrive at the post starving. It is a hard, hard winter. A story of it is told by one of Thomas Fiddler's friends, William Mamakeesik.

William Mamakeesik: Adam Fiddler told me this story.

People were starving and Jimmy Kirkness said he would come to the store on a certain date. There was a misunderstanding over the date. The people waited and waited there and starved. It was very cold and so

much snow; trees were bent down from the weight of the snow. Rabbits wouldn't come out. It was just so cold for everyone. Everyone was starving and everyone was just lying on the ground at the old house there.

They didn't know whether there was any food in the store but someone broke in there. They didn't find anything except some pemmican. It wasn't very much. And there was a fat block from a moose.

They ate the hard buds off the pine trees, and usually only partridges eat those.

There was just one man living further up on Narrows Lake. The man who was living there was Loonfoot. Adam tried to go there to get some food. When Adam got there he was so disappointed, the family had moved out.

Adam was walking around on O'pasquiang Lake and he saw smoke. He walked over there and found the family had moved there. When he walked across the ice, he saw a fish net; he saw blood on the snow so he was sure there was fish there. He was certain he was going to get some food.

When he arrived, this old man, Loonfoot, fed part of the fish stomach to Adam. They had fish head soup and this is what they fed Adam.

This old man told Adam they had a lot of fish; his children were fishing too and they caught a lot of jackfish. They weren't hungry.

Loonfoot told Adam to invite all the people to come to his camp and fish.

When Jimmy came the people were almost starved. They didn't have anything. Jimmy said they should have broken into the store as soon

as they got there.

After Jimmy came the people were feeling better. Then they moved over there to fish with that old man. He wanted them to come over there.

In 1899, the first white missionary, a Methodist, Frederick George 'Stevens' goes into Narrows Lake with James Kirkness as his guide. He meets Jack Fiddler and the Sucker clan. When Stevens comes up into the clearing at the post, he sees how poor the hunters are. The younger Sucker men are wearing coats 'made of Hunson Bay four point blankets but all the others were dressed in old, badly worn rabbit skin clothing.' They are all hungry from eating pine bark. 'Rabbits and fish were almost not to be had.'

In the freezing dusk, after an encounter between Jack Fiddler and the missionary, four of the Cranes stagger into the Narrows Lake outpost. They are, Sitting In The Sky, and Jacob Linklater, with two others. In intense cold, these men have travelled five days and four nights. During this time, they have eaten only one small jackfish. Few Cranes will be coming to the store. There is no food in their camps and people are too weakened to travel.

The next day the Suckers and Crane people trade their furs with James for supplies but they don't receive much. Stevens feels the trading practises are Robert Whiteway's doing. It will cause Stevens to write in his Missionary Report for Oxford House in 1899-1900 of the 'evil influence' of Robert Whiteway, HBC manager at Island Lake, who is Kirkness's boss.

Thomas Fiddler: It was a time when we had a coldest winter and no-one could hunt because the flu came around. Game was scarce. They had no nets for fishing, only hooks.

At the end of February, the people scattered and moved their camps. They - the families - spread out from Narrows Lake and drifted down toward Cliff Dwellers Lake.

They couldn's fish in Sandy Lake.

There was one man and woman who had a child, a boy. They stayed near Narrows Lake when everyone left. Later this man, K'atchup, decided they would move south too. Their child, when he grew up, was called Joseph McKay. The woman was called Kichi Kakapetikwe. She was a sister of Peter Kakagamick. K'atchup had a brother named Adam Rae.

Finally, K'atchup left with his family during the bitter cold. They carried their supplies on their backs. About half-way to Cliff Dweller Lake, K'atchup collapsed. He had the flu and had nothing to eat. His wife made camp and built a fire to keep him warm. She didn't want to leave her husband. But, eventually, he died of starvation.

The other families didn't even know K'atchup had left Narrows Lake.

The wife stayed at the camp and rolled up her husband's body in a blanket. She couldn't bury him. She couldn't leave the camp because her child was too young.

She went down to the lake and chopped a hole through the ice, but it wasn't often that she caught fish. About the middle of March, the fish got scarce. She used the same hole all the time and the fish

got scared away. The woman really had a hard time trying to survive.

She kept her little boy wrapped up in her rabbit skin robe: she couldn't leave the baby by himself.

A man from Cliff Dweller Lake was heading for Sandy Lake and he passed through the place. He saw the woman there, barely alive and almost frozen. He took the woman and child back to Cliff Dwellers Lake.

After the people went back to get K'atchup's body, they noticed the woman had eaten part of her husband's body. She smoked the meat before she ate it. James Campbell told me she ate part of the man's hips. The woman went mad and lost her head. She went about arguing with people.

After the woman recovered from starvation, she started to grow fat. The boy, Joseph McKay, grew fat too.

This woman lived to be very old before she dies.

After Thomas Fiddler's story, the skies return summer birds and James Kirkness goes out to the Narrows Lake post but few people see him. Weakened, they can't walk to the store. When James returns, Whiteway writes in the Island Lake journal that: 'James did not see half of his Indians and those that were in are doing very little or nothing on the Hunt.' Later, in early summer, Whiteway tells us that: 'this spring believe some of the indians out there Starved to death...Kakekapeetum among them.'

But on June 27th, 1900, Jack Fiddler arrives at Island Lake. He is still the leader of the Sucker people. He is healthy and with fur; "Showery weather Kirkness arrived today old Jack Fiddler & Son

came in Company with him S.L. done very good on the hunt."

The Fiddlers and the Sucker band survived into the 1900's but many other people did not. In the fall of 1900, the editor of the Manitoba Free Press in Winnipeg publishes a letter from the Methodist missionary, F. G. Stevens, under the startling words: "INDIANS STARVED TO DEATH: MEMBERS OF SAULTEAUX TRIBE IN NORTHERN KEEWATIN PERISHED LAST WINTER OWING TO FAILURE OF GAME." Reverend Stevens, on September 10th, 1900, gives only a brief of the starvations.

> "During the late winter and early spring of this year, between twenty and thirty Indians of the Saulteaux tribe, residing at or near Sandy Lake and trading into Island Lake HBC post died of starvation. Rabbits and deer have failed these people and although they eat even the bark of trees and so forth, yet they are not always able to sustain life during the long winters."

A journalist follows up the report by interviewing James Smart, the Deputy Minister of the Interior. Smart is quoted as hesitant, 'about placing any credence in the story...The time that elapsed between the reported starvation and the first published account of it leads Mr. Smart to doubt the authenticity of the report.'

> "You may state, Smart tells the reporter, "that we have arrangements throughout the whole of the Territories (with the Hudson Bay Co.) that would prevent any starvation or even destitution among the Indians."

The Honourable David Laird, the Commissioner of Indians Affairs in Winnipeg contacts the Hudson Bay Company. They have not received any starvation reports from the post manager, Robert Whiteway, at Island Lake. The Indian agent at Berens River is asked if he has heard news of starvings from the interior. He has heard nothing replying, 'that the place is so inaccessible that no news had come from there.' Laird asks

John McDougall, Chairman of the Methodist Missionaries around Lake Winnipeg, if he had heard of starvations at Sandy Lake. McDougall replies that he had just visited Island Lake in late August and has heard nothing of the sort. A move begins to send the Methodist missionary Stevens from out his Oxford House posting for his contrived falsehood.

In late May, 1901, missionary Frederick Stevens, wife Frances and little son Willie, along with William Grieve and Peter Murdock start off for Narrows Lake to see the Sucker clan.

When the missionaries' party returns from Narrows Lake to Island Lake post, they leave the very next morning. Adam Fiddler, Jacob Linklater, and the Crane leader, Sitting In The Sky, along with the Reverend Stevens and his family start out on the long journey to Norway House - a journey of five hundred miles. They will report to the Indian Agent, Reverend John Semmens, of death that stalked people in the winter of 1900.

At Norway House, Semmens listens to the story that Adam Fiddler and the others tell, then he sends this assessment to the Honourable David Laird, the Indian Commissioner, in Winnipeg, on October 15, 1901:

> "In reference to the temporal condition of the Indians of the District of Keewatin....."
>
> "It is a matter of serious question why these people should be in a condition of chronic want...There is room enough to allow a township or two for each family. The resources of the country have never been interfered with by outside influences. No railway has frightened away the game. The advances of commerce have never robbed them of a square foot of territory. So far as we know the population of these Pagan people is not on the increase. Yet we are told that the country cannot support these few souls..."

> "I believe that special destitution did exist in the winter of 1899 and 1900, and that fourteen persons died directly or indirectly of starvation. This was told me by the Chief of Sandy Lake and a companion whom Mr. Stevens brought from that country so that he might tell his own story. When he was asked if that was usual or abnormal, he replied altogether unusual. In fact there was a sickness and the hunters lingered watching by the sick until scarcity was upon them. Then when they did not move...within required limits and so want and weakness ended in death."
>
> "...at intervals of seven years old residents say the rabbits mysteriously disappear. Naturally foxes, lynx and other animals...disappear also and there follows a time of scarcity. But they return in increasing numbers later and plenty follows famine."

On August 6th, 1901, Adam Fiddler of the Sucker clan and Sitting In The Sky and Jacob Linklater of the Cranes arrive back at Island Lake after telling the stories of starvation at Norway House. Several days later, Jack Fiddler and his other sons and related hunters arrive at the post at high noon for winter supplies. Another season is coming to transform the forests. The next day, under cloudy and calm skies, four Crane Hunters and Mooniyas paddle in. When all these hunters from the upper Severn River leave for their home ground, they transport flour, thirteen bags, and eleven pieces of trade goods back to Kirkness's outpost.

At Island Lake in 1902, the winter is better for the hunters 'the Sandy Lakers are doing very well on their hunt,' but at the end of midwinter, 1903, there is more hardship. James Kirkness slugging it out on the trail, tells: 'Sandy Lakers doing middling on the hunt.' 'The Cranes,' Kirkness believes, 'has been sick and some deaths among them.'

The survival of the Sucker and the Cranes, their distant brothers, continues to be uncertain. This winter of 1904, is little

different than most of the deep snows since 1899. There are few creatures to help people survive. After Kirkness has gone out to the outpost on Narrows Lake to see the Suckers and Cranes, and returns, he tells blankly, the 'Sandy Lakers are not doing very much on the hunt - believe quite a number of them are sick and some deaths among them.' It makes one wonder what the coming days hold for Jack Fiddler and the Sucker clan.

Into Treaty

In 1899, George W. Ross became the Premier of Ontario and leader of a Liberal Party which had held government in the Province for twenty-eight years. They were a collection of political men spent of ideas. Ross's problem was to revitalize a party that hung tenaciously to the western concepts of 'growth', 'progress', and 'wealth'. In this pursuit, Ontario Liberals turned north to overlook the lands of the native clansmen. Ross sent his Commissioner of Crown Lands, E. C. Davis, to the north. Then the Ontario Liberals announced that the north was, 'A veritable storehouse of wealth.' The famous claybelt of 16 million acres, extending from New Liskeard to Lake Nipigon had been discovered. 'The duty of the government', Mr. George Ross said, 'to open up this new part was now obvious.' In 1902, Ross's Government announced the construction of a railway, The Temiskaming and Northern, to open this apparent frontier country. Also, in 1902, the Ontario Liberals made a deal with American industrialists from New York State for 'development of water power on the St. Mary's River to manufacture pulp and paper', at Sault Ste. Marie. (This deal eventually fell through and cost the Ontario taxpayers two million dollars to rescue the project.)

Then, this same year, Ontario Liberals went to the electorate while the political opposition accused the government 'with deliberately planning questionable schemes to keep itself in power.' George Ross's government was re-elected with a slim majority of four seats. Ross, described as a 'monarch of oratory', was said to have won this election almost single-handed.

The boundaries of the Province of Ontario had been, by this time, extended west to the Albany River and it became necessary to sign treaties with the clans of the forests. Ontario, led by Ross's Liberals vision, wanted treaties as legal documents for 'settlement, immigration, trade, mining and lumbering', plus 'any other purposes' that might occur. The intent of Ontario in having the Federal Government sign treaties with the clansmen was to take everything in the boreal forests and completely disenfranchise the clansmen of any future right in their ancestral grounds. The tribal concept of sharing the resources of the forests was opposed by the westernization concept of privatization - weakly disguised as Crown Lands - for the citizens of the expanding Province. In this exploitive objective, George W. Ross's government insisted that an Ontario Commissioner be involved in these forthcoming treaties. The Ontario Treaty Commissioner, (E.C. Rae) was to have final word on sites that might be selected for reserves. Here, Ross's government revealed its intentions. No reserve should be located on grounds 'suitable for the development of water power exceeding 500 horsepower'. Another prime concern was that 'precious minerals' would be outside reserves.

To assure that the clansmen's reserves would never have a future economic base, the size of reserves was to be decided on the basis of 'not greater than one square mile for each family of five.'

Treaty Number Nine 1905-1906

Treaties in these forests, obtained by Ontario, began in July, 1905, when Duncan Campbell Scott, Rae and the others in the treaty party arrived at HBC Osnaburgh House under cloudy skies. The Treaty was signed in a matter of hours. The oral communication on the nature of the treaty, (Treaty Number Nine) was carried out in translation. Algonkian and English were weakly bridged. It is clear from the English records left by Duncan Scott, that the treaties were meaningless as contracts. Scott, in glaring honesty about the treaties signed by clan leaders, wrote: 'What could they grasp of the pronouncement on the Indian tenure which had been delivered by the law lords of the Crown, what of the elaborate negotiations between a Dominion and a Province which had made the treaty possible, what of the sense of traditional policy which brooded over the whole. Nothing. So there was no basis for argument. The simpler facts had to be stated....' The 'simpler facts' made these treaties not legal contracts at all and it seemed not to occur to Scott that his responsibility as Superintendent of Indian Affairs was in regard to clansmen, 'watchful over their interests and ever compassionate.'

Clan leader Missabay, old, blind, and astute, stood up at Osnaburgh House before Scott and, expressed the fears of the Indians that, 'if they signed the treaty, they would be compelled to reside upon the reserve to be set apart for them, and would be deprived of the fishing and hunting privileges.'

Scott, who had knowledge of the long term intent of the treaty, said the families led by Missabay were, 'informed that their fears in regard to both these matters were groundless', and, 'their present manner of making their livelihood would in no way be interfered with.'

This was a very convenient lie and the treaty was signed. Family headmen got an eight dollar payment. With flour at thirty dollars hundred weight at most HBC posts in the forest, the treaty money was almost as empty a gesture as Scott's words.

Thunder and lightning and heavy rain prevented the treaty party leaving the next day 'much to Mr. Rae's disgust.' On the 19th of July, Scott's party were down the Albany River at HBC Fort Hope where more clans had gathered. Here, Mooniyas, 'one of the most influential chiefs'who well understood the singularity of western commerce, got up when the nature of the treaty sounded like one great benefit and said:

'Ever since I was able to earn anything, and this is from the time I was very young, I was never given something for nothing, I always had to pay for everything I got, even if it was only a paper of pins.'

'Now', Moonyias said, 'you gentlemen come to us from the King offering to give us benefits for which we can make no return. How is this?'

Father Fafard, a priest, supposedly explained that treaty money and signatures were for 'faith and allegiance to the King' and for giving up land, 'of which they could make no use.'

It was clear the clansmen along the Albany River did not realize that they were giving up everything outside of their small reserves to the Province of Ontario.

Scott's treaty party went on to Martens Falls, Fort Albany, Moose Factory and New Fort to sign treaties. The following summer they came back to sign more clansmen at Abitibi, Matachewan, Mattagani, Flying Post, New Brunswick House and Long Lac.

In 1905, after thirty-three years of power, George W. Ross and the Liberal Party were defeated at the polls in Ontario. Another provincial government holding industrialization, progress, wealth, advancement as their tenets took the reign of Ontario.

Adhesion To Treaty Number 5

Treaties made with Canada by clansmen all along the Albany River in 1905 were no doubt the subject of conversation among the Clans in the reaches of the Severn River. But the Sucker, Pelican and Crane Clans were outside the boundaries of the Province of Ontario and their ancestral grounds lay in the District of Keewatin.

The HBC Island Lake post was in Keewatin as well and, in 1905, Big Bill Campbell returned there to take charge from Robert Whiteway. Whiteway was transferred to a smaller charge at Little Grand Rapids. When Campbell arrived at Island Lake from Oxford House, he made an assessment of the Island Lake and Sandy Lake Forests.

> "The worst feature I found at Island Lake", Big Bill wrote, "was that the Indians had been encouraged to hunt furs out of season, which bought at a low price, received the same valuation as prime skins. This system was not in the interest of the Hudson Bay Company and was tending towards the ruin of the fur country. I had no difficulty in changing this.. the Island Lake Indians eager in the conservation of the fur bearing animals." (7)

The question in terms of Jack Fiddler's Sucker Clan was: were there any creatures to conserve? On December 2nd, 1905, Campbell reports that the 'Sandy Lakers in with three sleds and brought two bales furs, mostly rats and common furs.' Then two days before Christmas, Kirkness returns from Sandy Lake with 'very few furs.' When Adam Fiddler, son of Jack Fiddler Sucker Clan leader, and William Mamakeesik come into Island Lake in February of 1906, they have only one bale of furs for all of the Sucker hunters.

Thomas Fiddler: In the early days, the Indians only have one name, their Indian name. Even Jack Fiddler: the people do not call him Jack Fiddler. Our people call him, He Who Stands In The Southern Sky.

Now, He Who Stands In The Southern Sky, and all his sons can play the fiddle - even my brothers played it - and when the white-men came, they saw they could all play the fiddle. So they call them: "Fiddlers"*

Jack and his son saw the fiddle instrument somewhere. They tried to make one from a long handled pan by putting a little stick across the handle and then put strings of sinew on it. After this, they switched to wood and made them exactly the way they look now; they carved them out of birch trees.

They made homemade bows out of sturgeon guts. It is taken out and boiled, then it gets hard; just like the wood bows now. They learned to make a lot of things by themselves in those days.

*The name first appears in Thomas Linklater's HBC Island Lake journal on May 30, 1887: "2 Indians arrived here today from Jack Fiddler's Band." When Jack Fiddler and Joseph Fiddler were seized in 1907, newspapers referred to "The Fiddler Tribe" which was the inheriting family of Clan Sucker.

Jack and his sons started dancing to the fiddle. But, at this time, they did not have any houses where they could dance. On a flat rock island on Caribou Lake - it was like a floor - and this is where they usually held dances. They danced on the island nearly all night.

The name Fiddler is used in 1906 but it started before that, when Robert Fiddler was a young man. It was when they started trading that we got two names.

By 1906, Jack Fiddler, this fiddle-playing Sucker clan leader, is old. But he is strong in his limbs and his mind. Jack Fiddler travels still with his sons, who are full in manhood and they do not lighten his burden. Jack is a leader who carries his own packs to Island Lake each spring. We view him enjoying his life for he laughs often among his people. In his time he has been bestowed with five women, eight sons, four daughters. His immediate family, including sons-in-law and grandchildren, numbers in the sixties.

Then there are the other family headmen who are all courteous allies to Jack. The Meekis family of clan Pelican - James Meekis, Alexander, David and Joseph are mated with some Sucker women. Raes, the Sturgeon clan, are related by marriages. Mamakeesick's are related to the Sucker camp. Loonfoot is also a Sucker and related to Jack Fiddler.

The Arrests Of Jack And Joseph Fiddler

Forces from the country outside the forest start to focus on Jack Fiddler and the Sucker people in summer 1906 when William Campbell, returning from Winnipeg, stops over at Norway House. There,

he has what he thinks is an informal story session with Sergeant Daisy Smith of the Royal North-West Mounted Police detachment. Later, Smith writes to his commanding officer in Regina on October 1st, advising him that:

> '...at Sandy Lake, about three days travel from Island Lake, there is a band of pagan Indians and it is generally believed these people are in the habit of killing one another whenever one gets delirious through fever or other causes. They are very superstitious and kill through superstitious belief not through malice. But from information I have obtained, I cannot get but one case that there is proof of, and that, Mr. Campbell gave me, but it transpired seven years ago...' (8)

At the R.N.W.M.P. headquarters in Regina, Commissioner A. Bowen Perry writes a return three days after Christmas. "Please instruct Sergt. Smith to have a patrol made to Sandy Lake, as recommended in his report, and fully investigate the rumour as to the alleged homicides amongst these Indians. I desire a complete report on the trip..." (9)

In Island Lake and east in the Severn River forests, another brutal winter haunts the Sucker families. January is now filled with many bright, clear, freezing days and there is 'very deep snow' in the forest and on the lakes. A few days after New Year's 1907, William, David and Alex Mooniyas report their people are starving, so Campbell gives them some flour and a thousand whitefish that he has stashed at Pelican Rapids. Campbell writes in his journal on the 8th of January" 'very cold...Wolves are numerous and bothering traps.' On the 9th, the winds are howling, 'blowing snow into drifts', when Edward Loonfoot and William Mamakisickum of Jack Fiddler's Sucker people came to the post with a few furs. Hunger is among their families. Later, Elias Rae from Cliff Dweller Lake walks all the way to Island Lake for supplies.

It is the coldest day of the year.

By the middle of June, 1907, Constable O'Neil and Cashman of the Norway House R.N.W.M.P. detachment are on the shore of Deer Lake; guided up there by Robert and Adam Fiddler from the Narrow Lake HBC post.

On June 13th, old Jack Fiddler and his men are busy building birchbark canoes on the shore by their camp at the east end of Deer Lake. It is noon when Robert Fiddler and the R.N.W.M.P. arrive at this Sucker camp. There is joy among the people. Visitors are at hand; the honourable red coat soldiers of the white men. "Men, women and children came to shake hand with us," O'Neill says, "a large number never having seen a whiteman before; one of the men said to James Kirkness: 'I am satisfied now that I have seen a whiteman.'"

Two days later, Joseph Fiddler (brother of Jack Fiddler) accompanied by two Sucker men, canoe into the camp. In the afternoon, O'Neill:

> "called Jack Fiddler and Joseph Fiddler into our tent and explained to them the crime they had committed, and that they must come with us to Norway House. Warned them not to speak to anyone about the murder, not even to us, until questioned at Norway House." (10)

Somehow, the Mounties learned that Angus Rae, Jack Fiddler's son-in-law, has been a witness to the death of a 'windigo' and he is also told not to talk to anyone; that he must go to Norway House as well as the others.

Jack Fiddler agreed to go, although his young men threatened to kill the R.N.W.M.P. officers. Late that afternoon, the soldiers and

the Sucker men start back to Sandy Lake where a council meeting will be held. The parties arrived back at Big Sandy on June 18th after 'rough passage' over whitecaps blown on the waters by strong winds. That morning, a council meeting is held by the soldiers with eighteen of the Sucker men* present.

In the first business of the meeting, 'Robert Fiddler, son of Jack Fiddler, is elected Chief unanimously.' Then the police, through James Kirkness, explain to the Sucker men why they are taking Jack, Joseph Fiddler, Angus Rae and Norman Rae to Norway House. Jack Fiddler has committed a crime in the eyes of these whitemen.

"Some of the Indians were very much affected," O'Neill wrote in report, "particularly the present Chief, Robert Fiddler."

Robert Fiddler tells the soldiers: "Do not be hard on my father, for he is an old man."

"While your people are with us," O'Neill replied, "they will be shown every consideration."

The next thing that O'Neill tells the Sucker men is just as unbelievable and irrational as their insistence in taking Jack and Joseph away. O'Neill tells them that Canadian law allows each man to have only one wife.

Robert Fiddler, who has three wives, then asked O'Neill: "And what am I supposed to do with my other two wives?"

*The Sucker Clan and Pelican Clan in 1907 consisted of 23 men, 36 women and 73 children; 132 people total.

"Well", O'Neill speaks, "you will have to support them and their children too."

This, of course, makes no sense to Robert Fiddler and the Sucker men; if they had to support women and the children, how could they not be their wives?

"You have seen with your own eyes", Robert Fiddler replied, "that there are almost twice as many women among our people as there are men. If a man is allowed only one wife, what are the other women to do for husbands? This is a very harsh law", Robert Fiddler assessed.

Then, some of the Sucker men tell the soldiers that they have been told by William Campbell that his HBC men will come out to Sandy Lake and shoot them if they trade with the opposition trader, H.C. Hyer. O'Neill asks the Sucker men who Campbell has said this to, but the hunters say no more. None want to be taken away over this threat. Then, the men ask if they must slave in the yorkboats for the HBC and O'Neill tells them, "they could please themselves", as far as that was concerned. The Sucker men then ask about receiving a treaty.

"I promise that your claim for a treaty will receive attention", O'Neill told them.

Then, in the afternoon, O'Neill and Cashman and Kirkness canoed off for Island Lake, then Norway House, with the four hunters of the Sucker and Crane People - taking them away as prisoners - taking them out of ancestral forests, where hunters had survived for hundreds and hundreds of winters without help from anyone but Manitou.

The killing of a windigo is a far different event in the lives of clansmen of the upper Severn than a blood thirsty murder.

Near the end of the preliminary hearing at Norway House old Jack Fiddler asks Inspector Pelletier, 'not to punish me too hard because I did not know I was doing wrong and that if I had known I would not have done the deed.' Joseph Fiddler tells Pelletier: 'I was told to do it, the mother of this sick woman, she wanted me to kill her and put her out of her misery - that's all about that - I know now that I made a big mistake that's all I want to say.'

Then, Pelletier reads out the warrants, the Sucker clan leader and his brother are both charged with murder and it is not long after that Canadians hear of this charge through their newspaper headlines. The insane western interpretation is read from east to west.

> "Devilish Indian Cruelty. Strangling and Burning"(Toronto Telegram)
>
> "Barbarian Custom Among Indians - Two Keewatin Redskins Under Arrest, charged with killing a Squaw...This piece of barbarianism was executed 200 miles north of Kenora..." (Manitoba Free Press)
>
> "Chief and Medicine Men Choked Out the Evil Spirit... are now under arrest and will be tried for murder..." (Fort William Times)

On August 20th, Superintendent C. E. Saunders of Norway House writes to the Assistant Commissioner in Regina because old Jack and Joseph, Norman and Angus, have now been prisoners ten weeks and a trial has not been arranged. Saunders also raises the issue of the families of the prisoners and witnesses. Who is going to look after

their wives and children? Unless all are let go before September 15th, there is no way of returning them to Sandy Lake until January. Then Saunders says:

> "I understand it is the intention of the Department of Justice that Commissioner (Aylesworth Bowen Perry) try this case. I would strongly recommend that if possible the prosecution be dropped. The Indians be sent back to their homes. It appears the evidence will not warrant a conviction..." (11)

Sergeant 'Daisy' B. Smith begins to have similar feelings about the captivity of the Sucker men. Smith writes to the Commanding Officer in Regina on September 7th, when the prisoners have been in captivity for almost twelve weeks:

> "I consider the best treatment these men could get would be to change, as they are now living a life which is foreign to them in every respect..."
>
> "Jack Fiddler is very old, and appears to be troubled with faintness. He falls down and his heart and pulse are very weak on such occasions...He has laid for hours in these spells and it is with the greatest difficulty that we have aroused him...I attribute this to confinement and uncertainty as he wishes to return to his family this month." (12)

While Jack and Joseph Fiddler await the outcome of their fate at Norway House, they have two regular visitors, Reverend Edward Papanekis, a Norway House Cree and the Reverend J. A. Lousely. Lousely wrote of Jack Fiddler in his imprisonment:

> He has not: 'the slightest sign of enmity or hatred towards men nor God, no rebellion or unbelief, he is a quiet dignified man who has lived his life with a clear conscience, doing nothing because of which Kitche Manitou will bar his existence to the Happy Hunting Ground." (13)

After 101 days in confinement old Jack Fiddler decided to take his fate into his own hands. On September 30th, 1907 he excaped into the bush near Norway House.

A search began, but no one could find the old clan leader of the Sucker people. It was half-past three that afternoon before Isiah Day, from Norway House, found Jack in the bush. They called Sergeant Daisy Smith to a place about one-half mile north of the police barrack. This is what Daisy Smith saw:

> "He was lying on a rock with his sash tied in a large slip-knot 'round his neck. The noose was made of the sash he was wearing 'round his waist. The other end of the sash was attached to a tree and passed around another tree. He was dead." (14)

The Mounties carried the body of Jack Fiddler back to the police barrack. A coffin was bought and twenty-five pounds of salt dumped on his body, to preserve his corpse until an inquest.

"I let him walk away", Wilkins said at the inquest, but who can really say that Constable Wilkins had control of his own mind.

There is to be no dropping of charges against Joseph Fiddler. There had been too much sensationalism in the newspapers in the city encampments of Canada. Whoever tried this case, whoever prosecuted this case, could be certain people will read their names. Evidence or no evidence, Commissioner Aylesworth Bowen Perry of the R.N.W.M.P. was coming to Norway House. He was coming to get a conviction.

On October 7th, 1907, Joseph Fiddler, son of Porcupine, went on trial for his life.

The result of the bizarre trial held in the HBC post at Norway House was that Joseph Fiddler was found guilty of murder. The sentence was soon commuted to life imprisonment at Norway House.

After clan leader Jack Fiddler and his brother, Joseph, were taken from their ancestral grounds by western soldiers in June, 1907, Robert Fiddler and James Meekis remained to lead the people through still trying times. The arrests of Jack and Joseph were not widely discussed in the years that followed. Forest clansmen preferred to forget this humiliation. After all, nothing could be done against the forces of westernization that were sweeping North America, and the less than bountiful forests made it difficult for clansmen to concentrate on anything but survival. The best that could be hoped for was that Joseph Fiddler would be returned to the clan and his family of two women, two daughters and two sons.

Thomas Fiddler was a young child when the soldiers came in from Island Lake to the unceded grounds of the clans. For him life went quickly onward and he tells us several experiences in these early years of the twentieth century. He speaks of the life in the clans when he was a small boy.

Thomas Fiddler: I was born about October 15, 1904, south of Big Sandy Lake, at a smaller lake near Windy Lake called Bear Head Lake. My father is Robert Fiddler, oldest son of Jack Fiddler, who is the son of Porcupine Standing Sideways. My father Robert Fiddler, had two wives: Elizabeth who was the wife of Enos Loonfoot and Margaret. Margaret is my mother.

I have four older brothers and one older sister and a younger brother, Alfred.

During the 1900's we never had flour to cook bannock. In fact, we did not have any of the white man's food: tea, flour, sugar, or bacon.

Sometimes it was hard life for the people because the winter is bitter cold. When it is coldest, rabbits will not snare because they would eat the snare string. It is seldom we catch them. Often the people make fish hooks and set through the ice but it is hard to catch fish also.

I am hungry much of the time.

In these days life is very hard: we use rabbit skins for trousers and coats. When we are very hungry, we try to find old camping sites where old bones could be found to gnaw on. We have to survive. One winter food is so scarce, one of William Mamakeesik's wives and all her children starved to death on Big Sandy Lake.

Our family is starving too: my father brought seven rabbits home. But father has two wives and there are seven of us children. In order to feed the whole family, the women cooked the rabbits whole; we ate hair, guts and all. We had to, even though it tastes bad. This winter we ate black stuff off the rocks, wakwun. The women collected it, boiled it to soften it. Then we ate it. We caught a few rabbits in dead falls by setting string, which the rabbits ate, setting off a log which fell and crushed them.

It is a hard winter.

Even in the coldest time of the winter, we shovelled out snow, laid branches and built a small fire for our women to have their babies. We have to survive against what we face.

I will tell you a story from the time I was a little boy - about five years old. (This was during the time the minister came from Norway House to pick some children to go to school. He didn't take any boys, only girls. The reason I remember is: the fright that came over we children when we realized some of us were going to be taken away.)

We atarted off from Big Sandy and went up to Caribou (Deer) Lake. My mother was not taking care of me at this time. There was an old woman who took care of me when I was a child. Her name was Charlotte Mamakeesik, Joseph Fiddler's wife. She is Thompson Quill's mother.

Two groups of people went from Sandy Lake to Caribou Lake. One group went down by Mink Rapids. We went around by Mud Lake with Charles Goodman. Alex Meekis took the other group of people up Mink Rapids, to Windy Lake and on.

We first made camp at O'pasquiang. We went up a river there that was not very wide; called Opukstowonning.

We were in birch bark canoes.

We were making camp at Opukstowonning and it was beginning to be nightfall. We children were playing around, throwing rocks in the river. As we were playing, I looked out toward Opasquiang and saw a canoe coming.

There is a rough portage between Opasquiang to go over into the Island Lake area.

These people were on their way to Island Lake and they stopped where we were camping, for a visit. Charlotte Mamakeesik's sister was with them - she was very old - she had many children but they were all grown up.

These people had flour. I remember this because I was so happy to see flour. I had bannock for the first time.

After, we went down to Mud Lake and made another camp there. We didn't have many canoes and there were about twenty people crowded in them.

At Mud Lake, Charles Goodman cut his foot. I was afraid when I saw his foot because it was a serious cut. The people treated his foot. There is a tamarac tree with few needles that grows in the muskeg and they used bark from it. It was dried and pounded. They added something like lard to it and put it on his wound.

We had to stay about a month in camp in Mud Lake.

After we left Mud Lake, there was hardly any river on the route, it was mostly lakes we passed through. Because we went this way, it was on the other (west) side of Caribou Lake that we came out.

I was happy to join my family at Caribou Lake. I remember this so clearly because of my loneliness. I was very happy to see my mother and father, Robert. I had been away from them about two months this time.

I can hardly remember this I was so small. I told you the story when we practically starved to death on Caribou Lake. There used to be a lot of people living around where an old guy had a store in Caribou Lake. This was when I was a small boy. I was too small to go out and check the rabbit snares.

Sometimes my father brought home seven or eight rabbits. We used to eat them whole; make stew out of them.

The women used to fish. If they didn't catch fish we didn't eat because there was no flour in these days. We were starving and couldn't feed our dogs and they starved so we ate them to live.

My father, Robert, had a 44 calibre gun. That gun used to hold ten bullets. My father and my older brother and uncles, Moses, James, Charles and Jean Batiste went out hunting in the Windy Lake area. When they were out hunting this time, they discovered that other people had been there and built a mutikwan. Because they found this wooden structure, that's where they made camp.

At this time our people had no dogs for hauling.

My father, Robert, killed several moose by himself and the rest of the hunters didn't get any. They did not cut all the moose up. They hid most of them in the snows. My brothers hauled some of the meat back to the mutikwan, their camp. After they finished preparing everything, they headed back home toward Caribou Lake. They arrived there about midnight.

All the people got up and started working and everybody feasted in the middle of the night. After everyone had eaten, they started

packing. They had to carry all their belongings on their backs or on toboggans. We left that night and we walked all day and the next day to get to Windy Lake. It was late in the evening when we arrived. (They walked about sixty miles.)

We stayed at this place on the south shore for about a month. The people prepared all the food and the fats. We left this place around March and moved across country to Big Beaver Lake.

When we arrived on Big Beaver Lake we had to build a brand new camp. The people used birchbark for coverings on their huts because there was no canvas at this time.

On Big Beaver Lake my father killed lots of caribou. Sometimes he used to kill about ten a day. That meat was all prepared by drying it up.

When it was getting later in the spring - there is only bare ice on the lakes - we moved to another place on the river down from Two Beach Lake. When we arrived at that river, it was open. Our canoes weren't there, they were down on Caribou Lake. When the water wasn't rising up, we walked along the river edge to get down to Caribou Lake. At the end of the last rapids, the men went on ahead to get the canoes.

Then we stayed on Caribou Lake and the men made some more canoes. If one person wanted a canoe, all the men would help him with it until it was finished. They all worked on one canoe before they started another one. All they used to make the canoe were curved knives. The women used to sew up the birchbark with roots. The men did the carving.

This way a lot of canoes could be made in a short time.

During this time the people helped each other a lot. When a hunter kills a moose, they divide it equally among the people. The hunter who killed the moose does not expect any payment.

Even if one person kills a beaver, the woman would cut up the meat and divide it among the people, everyone getting the same share.

During this time when they met up with a whiteman they used to respect the whiteman quite a bit. It doesn't happen this way anymore.

Death of Joseph Fiddler

After three letters of appeal, one from jury members, missionaries and HBC and private fur traders at Norway House, one from Joseph Fiddler himself, and one from the Anglican Missionary Phair. Phair asks:

> ..."if action can be taken soon, he might get out to the end of Lake Winnipeg before he is too weak and the season too far advanced.
> Hoping this message for the old man will be acceptable and result in his getting his liberty."

To Phair's request, comes an answer and freedom for Joseph Fiddler.

C.P. Telegram September 4th, 1909

The Warden of the Manitobe Penitentiary
Stony Mountain, Manitoba.

Governor General authorizes immediate release of Joseph Fiddler, alias Pesequan. Release accordingly. Letter confirming this message follows.

Thomas Mulvey
Under-Secretary of State Canada

To Under Secretary of State September 5th, 1909

In reply I beg to state that this convict died of consumption on September 1st at 8:15 a.m. after being in the penitentiary hospital for 18 months.

A. Irving Warden
Stony Mountain

Joseph Fiddler is gone to the spiritual world of the Sucker clansmen. Pardoned and released from prison by an Ottawa word paper. He has already been free for three days.

The deaths of Jack and Joseph Fiddler are an ominous prelude for a signing of a treaty by the Sucker, Pelican and Crane clans in the forest uplands of the Bay River. These clansmen had long heard about the treaties western peoples in Canada were making with natives in different regions of the country. Survival pacts might be a better description of these treaties now that the ecological systems in the boreal forests were greatly diminished. No doubt, Robert Fiddler, the Sucker clan leader and James Meekis, the Pelican leader, had heard of the 1905 treaties signed at Osnaburgh House and had wondered about their value.

Now word was spoken that the clans at Island Lake would be taken into treaty in the summer of 1909. If there was a dubiousness that this would actually occur, there was good reason for doubt. Treaty talks had taken place at Island Lake before 1891. Magnus Harper, an Island Lake leader, sent a letter to Angus MacKay, the Indian Agent for the Lake Winnipeg District, asking for treaty, as 'it would help us get a living.' Hunger and the vacant forests spoke for a treaty. In July, 1891, clan leader, John Wood at Island Lake, sent another letter to Angus Mackay at Berens River.

> "I am letting you know I wish you to come to our place when you are going to give treaty...We are very poor...We have got no tools to build our houses with and we want the Queen to help us." (15)

When there is no reply to this letter, John Wood again writes to MacKay in August, 1891. Winter is coming.

> "We want to get treaty...and if we go down to Oxford House sure as anything we destroy ourselves because the river is too dangerous for canoes. We are very poor, very poor indeed, and our country too. We got no tools to work with ...I wish you would come and make treaty with us. I wish you will try and help us, try and try to make treaty with us dear brother, try and help us." (16)

When it became clear that a treaty would be signed at Island Lake, discussions took place among the clans over long portage in the Bay River basin and Windy Lake uplands.

Thomas Fiddler and the elder, Abraham Mamakeesik, explain how the clans reacted.

Thomas Fiddler: Before treaty Robert Fiddler went down to Berens River. The people at Berens River had a treaty already. Robert went to see an old men there every summer. This old man's name was Jacob 'French'.*

He was a half-breed but he was Chief. At this time most of the people at Berens River were half-breeds because whitemen, who came down from the Bay area, had mingled with the people.

Jacob French taught Robert to be a Chief and how to talk to the whiteman. One of the matters raised by Jacob French was the necessity of fertile land to grow crops on for the people.

Depending on the water levels, Robert Fiddler travelled either down the Crooked River to the Berens River, or down the Black Birch River to get to Berens River at the mouth of Lake Winnipeg.

*Jacob Berens

Robert tried to learn all he could from Jacob Frency about treaty and dealing with the whiteman.

I'll tell you another story that happened at the time they were going to have treaty.

At this time they all said that they were going to pick one leader. They all agreed that what this person said would be the Word, and they would follow it.

There was one leader who told his people: "make a clearing and clear the bush away to make a house." The leader told the people to make a clearing and once it was cleared there was going to be a house built there as a store. The people believed him.

Now, the people did not build that store, they just made a clearing.

They thought this store would fall from the sky. They waited all summer for that store to land in that clearing. Near fall the people went back to where they would winter. Some people that left, then returned to see if the store had arrived.

The people that had this leader had to watch out for what he said.

This leader even told the people that the ropes to lower the store from the sky would be red in colour.

This happened before there was a treaty over in the Island Lake area.

Before treaty there is talk of this person being Chief, or leading. I believe his English name is Joseph Linklater. At this time the families were hoping to have three settlements and a leader in every

settlement for the treaty. But they wouldn't allow three chiefs in the area.

So, Robert Fiddler, my father, took it all over at treaty.

Abraham Mamakeesik: There was a settlement at the HBC outpost on Narrows Lake and some of the people split up from there. Robert Fiddler and the Suckers went to Caribou Lake, Sandy Mamakeesik and family went to Caribou Lake. Charles Fiddler, Adam Fiddler, Jean Batiste Fiddler, Posagee-Johnny Goodman, James Meekis and John Rae all went to Caribou Lake.

But most of the Mamakeesiks, who are Sturgeons, went to Island Lake. That's how I have relatives over there. My father, Sandy Mamakeesik went to Caribou Lake. Sandy was raised in James Meekis's family. Sandy married Betsy Fiddler, Jack Fiddler's daughter.

There were others that didn't agree to go to Caribou Lake. Henry Fiddler and his mother went to Island Lake. Mooniyaas, who was called by his people, - The Black Man - took his family there. Waymeshoos - Jonah Flett - went. Andrew Flett, the oldest of the Fletts, took his family. Jacob Wood was here then moved. Loonfoot went to Island Lake.

I think there may have been several meetings before they all moved.

The people here, Fiddlers and family, have been in Sandy since the time of their memory. They hadn't moved from anywhere. They weren't going anywhere, either.

Thomas Fiddler: A lot of people lived in the Sandy Lake area - the Mooniyaas' - led by The Black Man, Johhn Mooniyaas, the McDougalls, the Fletts, but they went to Island Lake in 1909 when there is a treaty and stayed there.

Yes, it's true about this meeting. It was in 1909, when they went to have that meeting. Even people from Cliff Dweller's Lake came to that meeting. Kakagamicks, Kakapetums and Harpers also came to that meeting. When they had this meeting at the HBC outpost, only the men went. They didn't take their families. Robert Fiddler's message for Indian Affairs was that his group was going to stay at Caribou Lake and that they wanted Indian Affairs to come over to give them treaty money.

I have already told you that my father, Robert, had three wives. From the woman, Sarah, he has sons, Moses, James and Isaac. From Mindemoyay, he has a son, John and daughter Mary. From Elizabeth Mooniyaas, I was born and my brother, Alfred.

At Big Sandy, the people heard there was going to be a treaty over at Island Lake. Practically half the people from Sandy went over to Island Lake for the treaty. Even Robert Fiddler went over there. At this time, Robert had already been selected chief.

They heard that an Indian agent was going to be in Island Lake. They went over to tell him they were going to have their reserve down in Caribou Lake.

When Robert Fiddler went to Island Lake, O'jowitch and son, Henry, stayed over there. She had a sister there and she wanted to stay there.

Ever since that time, O'jowitch and Henry Fiddler stayed over there except when they came to visit, like to trap. They usually came to O'paasquiang or Big Sandy or Caribou Lake for awhile.

The Island Lake Treaty was not satisfactory for Robert Fiddler and James Meekis. This conclusion they reached early in 1909, when they had been down at the HBC post at Little Grand Rapids. It would be better to sign treaty at Little Grand they reasoned, especially in the face of hostility from the HBC manager at Island Lake. Fiddler and Meekis had a letter sent expressing their wishes.

June 18, 1909

To: His Majesty's Officer of The Indian Department
From: Robert Fiddler

We, the number of the band of Sucker Indians, Nap-may-pinisuk, formerly living at Sandy Lake but now permanently located at Caribou Lake, four days travel to the south-west desire to state as one man, we wish to be taken into Treaty at Little Grand Rapids and to receive our annual money payments and to have at this place, Caribou Lake, a suitable reserve set aside for our use as long as we live.

Furthermore, we desire that this Reserve include adjoin or surround the claim staked out for Mission premises by our missionary, Rev. Arthur Santmier, and we hereby petition the government to grant us school supplies and medical supplies...

They are in our band, 23 men, 27 women, 23 boys and 19 girls, a total of 92...

Being fully four days nearer to Little Grand than we are to Island Lake, we earnestly petition to be received at Little Grand Rapids as stated above.

All of which is respectfully submitted:
His Mark X Robert Fiddler Chief
His Mark X James Beard (Meekis) Counsellor
His Mark X Arthur Anke Flatstone Counsellor at Little Grand
His Mark X John Owen Fairwind
John R. Moar HBC Trader. Interpretor
Per Arthur Santmier (17)

On August 12, 1909, Robert Fiddler and James Meekis were at Island Lake to watch the treaty being signed. Here another document is signed under ridiculous conditions. One hundred and six people from a population of just over three hundred have 'influenza'. The doctor in the treaty party calls it 'a serious epidemic of La Grippe'. According to the Indian Agent, John Semmens, 'accompanying the illness is a condition of poverty and destitution, which is impossible to describe.'

On the day of Treaty, all of the sick and starving people rise in the hope that treaty will make their lives better in the forest. 'All the Island Lake people and the Sandy Lake people rose to their feet as one and declared for Treaty.'

But, not all the hunters rise. "Nine Men Heads of Families', hailing from Caribou Lake refuse to accept Treaty at this point. Remaining seated in the crown are Robert Fiddler, Adam Fiddler, Joseph Linklater, James Meekis, William Meekis, - Charles Goodman, Henry Linklater, Kakagamick and Kakapetum of the Severn River district.

Semmens urges these hunters of the Sucker people to sign the Island Lake Treaty. They refuse to sign a treaty away from their ancestral grounds.

On May 28, 1910, John Semmens of the Indian Department with twelve others leave Berens River to journey to Caribou Lake in the Severn River forests. They travel due east up the Berens River. Then, canoes turn northward and ten days later cross the height of land by going up a hill with steep rocky sides. They go down the portages into the ancestral rivers and lakes of Sucker, Pelican and Crane clans. At noon the next day, they arrive at 'a space on the river bank, cleared and

surrounded with a partial fence. Leader Robert Fiddler and his hunters greet Semmens and the Treaty Party.

At 1:00 by a time piece, John Semmens, through an interpretor speaks to the Sucker people. 'Not a single person speaks English', Thomas Fiddler tells us.

Then Semmens explains to the Sucker people, 'precisely as if they were children' that he gives greetings and goodwill from the King, who wishes them well. The King wants to see them,'improve their position.'

Explaining the treaty 'in simple language' Semmens says that 'they would give up' their rights to the land. In exchange, they would be paid five dollars a head per annum as long as the sun shone. The King would give them a reserve which would become their property. At treaty time each year, the King would give them all a free meal and leave a supply of bacon, flour and tea with the Chief for destitute members of the band. Each year, the King is to give a quantity of fishing tackle, powder and shot. A school for their children will be maintained. The clans will be supplied with carpenter's tools. Upon taking up agriculture, seed and implements, oxen and cows would be given to them. The 'Chief' will receive a salary of twenty five dollars a year. All this is said to the clansmen who sit on the ground listening. The women and children sit a distance away.

Semmens then asks those willing to go into treaty to stand up. A newspaper reporter in the party describes the reaction: 'Slowly and

phlegmatically, as if it were difficult to overcome innate pride, the whole band eventually stood up.'

The twelve men, twenty-six women, thirty-six boys and twenty-one girls of the Sucker people, unknowingly relinquish their ancestral ground for a down payment of $970.

The discussion for this treaty lasted exactly one hour.

The amount of forest ceded is approximately 12,000-14,000 square miles.

Treaty for the Suckers is a confusing thing Thomas Fiddler says to us in his lodgings. The whitemen ask the ages of the people, but the people never think of how old they are, they think of how well they are. Some people just guessed at their ages and this is a disadvantage for many in later life. The Treaty - the only thing about the treaty is the whitemen begin to share a little with us but the treaty also took more away.

Thomas Fiddler: At treaty, James Meekis, Big Trap, was chosen as counsellor. At this time, the people did not consider moving all the families of people together. So, in Sandy Lake, another leader was elected, a man named Peter Kakekagamick was chosen. Elizah Kakekagamick was chosen as his counsellor. Elizah's father and Peter were brothers. At Cliff Dweller Lake, Joseph Linklater was selected leader and Adam Rae was his counsellor. All of these men were sub-chiefs to Robert Fiddler.

The treaty of 1910, x'ed by Robert Fiddler, was a masterful but questionable deal by the Canadian government. Twelve thousand square miles of boreal forest with wood and mineral potential for a down payment of $970 and a yearly supply of groceries and tools. (It was a half century later before schools and nursing stations were provided.) It appears the Adhesion to Treaty Number Five was a real estate coup, not a treaty between men.

The Toronto Star Weekly November 26, 1910
Bringing Into Treaty The Indians of the Far North

By A. Vernon Thomas

With few exceptions the Dominion Government has lived on the best possible terms with its Indian wards. It may be true that the original owners of the soil of Canada have been dispossessed and that nowadays the making of a treaty between the Government and a band of Indians is, in one sense, only a pleasing ceremony. On the other hand, the actual treatment of the natives by the Government ever since Confederation has been both just and generous.

During the past summer the last of the treaties with the Indians in the huge area to the north of the Province of Manitoba have been made. Three treaties were negotiated by which nearly six hundred Indians became wards of the Government. The huge area just mentioned which is known at Ottawa as Treaty No. 5, will shortly be added to the Province of Manitoba, or to speak more correctly 180,000 square miles of its 233,400 square miles will be so included.

...In 1908 adhesions to the treaty were negotiated by Commissioner John Semmens, of Winnipeg, of the Department of Indian Affairs, with the Indian bands residing at Cross Lake and Split Lake on the Nelson River, with the Nelson House Indians on the Burntwood River and with the Fisher River Indians residing on the eastern shores of Lake Winnipeg. Last year Commissioner Semmens continued the work by negotiating similar adhesions to the 1875 treaty with the Island Lake and Oxford House Indians residing in the heart of Keewatin.

There remained this summer but three Indian bands to be treated within the whole of Treaty No. 5, viz., the Deers Lake[1] band living on the shores of Deers Lake, or the upper Severn[2] waters. the York Factory Indians living at the mouth of the Hayes River on the shore of Hudson Bay, and finally the Fort Churchill Indians residing at the mouth of the Churchill River.

Commissioner Semmens who in former years was a missionary to the Indians of the Northland, and who spent half a lifetime amongst them, was again chosen by the Dominion Government to make these, the last treaties. With three other white men, of whom the writer was one, and nine Indians, the Commissioner visited these three bands, and took them into treaty, thus concluding the work begun in 1875 by the Hon. Alexander Morris and the Hon. James McKay...

Shut off from the busy world of Western Canada by the interminable rapids and falls of the Berens River and by the mountainous height of land between the waters of the Berens[3] and the Severn have lived these many years the Deer's Lake Indians. Some hundred in number, they are probably as close to the savage state as those of any band in the Dominion of Canada. Until quite recently the band ranked as pagan Indians, indifferent and even hostile to the advances of the missionaries and other white men, and not particularly desirous of fraternizing, even with their Indian neighbours.

Although the distance to Deers Lake as the crow flies is only about two hundred and fifty miles it would take you twelve days travel, one by steamer to the mouth of the Berens River, and the rest by canoe

and portage, including one height of land to reach this secluded handful of human beings. To reach the settlement by a land route would be out of the question for no path to Deers Lake has ever been beaten through the virgin forest. The Deers Lake Indians would receive you kindly, although they would look upon you with some astonishment, as the white men who have visited the band at any time are probably less than a score. No Indian from Deers Lake has ever emerged from the hinterland to see a Canadian town or city, or even village. The furthest he has ever gone is to the Hudsons Bay Company's post at Little Grand Rapids to the east or to the Island Lake post to the west, about 150 miles in either direction.

The party of Commissioner Semmens arrived at Deers Lake on June 9th with the Union Jack flying from the bow of the Commissioners canoe. Word had been sent to the band beforehand through the Hudson Bay Company of the Commissioners coming and thus we were expected. When our canoes rounded the last angle of Deers Lake and the tents of the Indians came into sight, a volley from many ancient muskets went forth into the air, such a salute being customary when a Government official approaches an Indian settlement. On the shore were seen the Deers Lake Indians eagerly watching our progress. As soon as we had disembarked from our canoes, everyone of us, including our own Indians was constrained to shake hands with each member of the band. It was, however, only in their smiles and in their evident anxiety to greet us, that we could read a welcome, for we whitemen could not exchange a single word with them. Even the Commissioner who speaks Cree fluently was stumped for the Deers Lake Indians are Saulteaux, a branch of the Ojibways.

A space had been cleared for us running from the Lake some distance up the shore and fenced around with substantial stakes. Evidently the Indians had gone to considerable trouble and naturally there was no choice but to occupy this space with out tents. Soon after our arrival at the top of the clearing, the women of the band approached diffidently and in single file from the Indian village which was concealed from view by a rise in the ground. In a vague way they were aware that something important was about to take place, and that it would be proper to greet the white strangers. At first they looked at us blankly and almost stupidly but when we patted their babies cheeks and tickled their little ragged children, they relaxed and smiled.

These people were to become wards of the Dominion Government. It was the Commissioners duty to explain to them what wardship entailed to make to them on behalf of the Government certain promises, and to receive from them in return a clear title to their land. In a general way they knew what wardship meant. When a similar treaty was made in the summer of 1909 with the Island Lake Indians a few of the Deers Lake Indians were present being on a visit to the Hudsons Bay Store. They saw the treaty made with the Island Lake Indians and after its consummation they saw the Island Lakers receive ten dollars apiece in one dollar bills, five dollars as a perpetual annuity and five dollars as a treaty bonus. Not only that, but they saw the Island Lake Indians given a free meal in the Kings name, and, what, perhaps, appealed to them most of all, they were invited as guests to share this meal. As soon as these Deers Lake Indians returned home, they told their comrades

all about the treaty-making at Island Lake, and after discussing the matter, it was unanimously decided that the best thing the Deers Lake Band could do was to go in for treaty likewise.

Thus the treaty party found the Indians all of one mind, and the treaty was forthwith made[4] if not in the grand manner of former days, at any rate with due solemnity. Standing beneath an awning improvised out of a Hudson Bay sail, but none the less an effective shield against the hot sun, the Commissioner explained to the band the proposed deal between themselves and the Dominion Government. He talked to them much as a man talked to children, and, indeed, it was the only possible way in which to make them understand. He greeted the Deers Lake Indians in the name of the white King who wished them well and sent them a message of good-will. The King wished to see his Indian subjects prosper and improve their condition. To every Indian man, woman, and child, the King would pay five dollars per annum as long as the grass grew, the sun shone, or water flowed. The King would also pay them five dollars apiece as a bonus on coming into treaty. They would receive a reserve on the basis of a hundred and sixty acres to each family of five and on the reserve the King would provide a school. The sale of intoxicating liquor to any member of the band would be forbidden under penalty.

Every year the King would send them five hundred dollars worth of fishing twine, powder, shot, and gun caps. He would give the band once and for all a variety of field implements and wood cutting tools. Further the King would send them potato and other vegetable seeds, seed grain, cows, oxen, and agricultural implements as and when the band was

in a position to use them advantageously. At treaty paying time each year the King would give them a free meal of bacon, flour, and tea, and furthermore a quantity of the same things would be left in charge of the Chief to be given to the bands destitute members. In return the Indians would make a full surrender of their rights in land other than their reserve, which latterly would be absolutely their own. They would elect a Chief to whom the King would pay a salary of twenty dollars per annum, giving him also an official suit, a silver medal, and a British flag.

Squatting on the ground, the men of the band listened attentively to the Commissioner, the women sitting some distance off. At the close, he asked if they had understood him and if not, he invited them to say anything which was in their minds. An Indian, who was subsequently elected chief, rose, and explained that the matter had already been discussed, and that the band was unanimous in wishing to enter treaty. The Commissioner then requested them to rise as a sign that they agreed to the treaty terms explained to them. Slowly and phlegmatically, as if it were difficult for them to make a wrench from the past or to overcome some innate pride of race, the whole of the band stood up. The next business was the election of a chief, but here again the matter had already been discussed. Virtual chiefship had for years lain in one family, to wit, that of the Fiddlers, and Robert Fiddler, the eldest living scion of this Indian family, became the first chief of the Deer's Lake Indians under the new regime. His choice was confirmed by a standing vote.

The most important thing, however, still remained to be done viz., the signing of the treaty. Robert Fiddler, chief-elect, like every other Indian of the band, could neither read nor write, and so his name went down on the document as "Robert Fiddler, his mark." The Commissioner signed the document on behalf of the Dominion Government. It was also signed by myself as clerk, by our doctor, and our cook in the capacity of witnesses. The treaty signed, the Commissioner pinned upon Robert Fiddler's coat a silver medal, and threw around his shoulders a Union Jack, telling him that the flag would protect him from all his enemies.

1 Caribou Lake in Native language
2 Bay River in Native language
3 Pigeon River in Native language
4 The explanation of treaty lasted one hour

FOOTNOTES

1. HBC Arch. B/156a/13
2. HBC Arch. B/93a/10
3. Ibid;
4. Ibid;
5. HBC Arch. B/93a/11
6. Ibid;
7. Campbell, William, "Narrative of William 'Big Bill' Campbell" Unpublished Manuscript page 43.
8. P.A.C. R.G. 18 Volume 324, File's No. 2-10
9. Ibid;
10. P.A.C. R.G. 85 Volume 1044
11. P.A.C. R.G. 18 Volume 347, File 42, Part 2
12. Ibid;
13. Lousely, J.A., "Memoirs of Fourteen Years at Norway House, Manitoba, 1902-1917" United Church Archives, Winnipeg
14. Prev. Quoted FTNT11.
15. P.A.C. R.G. 10, Volume 4009
16. Ibid;
17. Ibid;

MINES AND THE BOREAL ENVIRONMENT

III

"I think the White people and the Indian people should sit down and discuss the problems they are going to have in the future and really have a good understanding with one another before they start something like mining for minerals."

THE SUCKER CLAN MOVE TO BIG SANDY LAKE

Although the Deer's Lake Band led by the Sucker clan leader Robert Fiddler had met with Canadian government officials in 1910 for treaty, by 1926 no reserve had been set aside for the people. Clan leader Robert Fiddler began to consider moving the people away from Caribou (Deer) Lake, as Thomas Fiddler explains:

THOMAS FIDDLER: There were people living at Sandy Lake when they had the first treaty down in the Island Lake area. From Sandy,when the treaty was approaching, they all went down to Island Lake. Some of them came back; half of them stayed down in the Island Lake area.

Robert Fiddler went down to the Island Lake area and the Indian agent who was looking after this told him to pick up the money over there but he didn't take it. He told this guy he wanted him to come to Caribou Lake and give him that money.

The next year, in 1910, they came down to Caribou Lake to have treaty.

But in Caribou Lake, it's all rock, there was no place at all to plant even a small garden. Even if you looked around that area you couldn't find a long stretch. It's all jagged rocks. During that time when we stayed over there---about 16 years---my father began to think about staying and making it their reserve. Pretty soon they began to talk about moving to another location. The people knew the land in the Sandy Lake area and they decided to move there. I believe

my father probably liked it there and when Robert first said that we would move to Sandy Lake, I was very disappointed inside myself but I never said that to my father.

In 1926, my father, Robert, myself, and Monias Fiddler, came over to Sandy Lake to look over the land. We had a pick with us, when we came to the river we went ashore to see how fertile the land was. It appeared the land was fertile. After this summer we came over to check Sandy Lake the people moved to Windy Lake (Favourable Lake) in the fall.

James Meekis, Big Trap, didn't want to leave the Caribou Lake area; he was dead set against it so he stayed. From all his sons, Sandy Mamakeesik, and Alfred Meekis, were the only two that came along with us.

When we first came down to the Windy Lake area, we stayed there for two winters and we went down to Caribou Lake for treaties.

Robert Fiddler and some people came by the Bay River to Sandy. He brought down seeds for a garden and in those two summers he planted prosperous gardens there. Another group of us came around the other way, in the Windy Lake direction down through Trout Lake - through there.

The people who were already at east Sandy Lake were the Kakapetums and the Kakekagamics and Harpers.

It was about 1928 when we came to Sandy and chose it as the reserve.

The First Prospectors

It was in 1928 that a new type of entrepreneur showed up in the boreal forest in the Severn River district. In the previous century and one-half the only interest that had been shown in this remote area of the boreal forest had been from fur traders. In 1928 prospectors were in the bush in the ancient grounds of the Sucker and Pelican clan folk.

THOMAS FIDDLER: During the same fall Robert decided to move to Sandy Lake, we saw two groups of prospectors. One group of two prospectors was camped below the falls of Sandy Lake, the other group was just one prospector who was camped above the falls. These two groups were not partners.

This fall I went with John Goodman to trap in the area where these prospectors were camped and exploring the country. When we arrived in our canoe, we saw a tent but we didn't stop. By the time we reached the falls it was getting dark. We went ashore to visit the single prospector. It was showering rain then.

This prospector was very happy to have visitors. He had made a little cabin and he had another small structure with a tent covering it. It was empty and he let us use it for sleeping quarters. He also gave us something to eat; meat, bannock and all sorts of little things. The next morning he asked us if we could accompany him to and see the other two prospectors.

These two prospectors weren't home, they were out in the bush. One man at this camp was a whiteman, the other was a half-breed. They

came back that night and they told us they had found gold where the site of the Berens River Mine is.

They invited the other prospector to move in with them.

The next morning they began to make claims and cut lines. John Goodman and myself helped them cut out and cleared the claim lines. After we had worked for two days, one of the men went out taking ore samples with him. He went out by airplane and then he returned again.

We left that area and went off to trap in a different direction and we did not come back that way.

That Xmas I went to set some nets over in South Trout Lake and about January 10, the weather got very cold. About this time the people heard an airplane land over at South Trout. I was getting ready to go and check my nets and Adam Fiddler asked me if I would go to the place where they heard the plane.

As soon as I came to the clearning over at South Trout I saw an airplane. I saw smoke coming from the other shoreline and I drove my dogs straight across to the camp fire. When I got there, the white-man already had coffee made. The pilot was with him. The pilot asked me if I would haul the goods he brought in to where the prospectors were. The pilot told me he would pay me five dollars per trip. After this, the pilot took off.

When I finished hauling the goods, the prospector asked me if I could come back the next morning and bring two other teams with me. The next morning while we were travelling to South Trout we saw

three planes coming in. When we got there we started hauling the goods. We received the same payment as before, five dollars per trip. It took us about one half hour to make each trip. While we were hauling other whitemen were being dropped off by plane. They were bringing in diamond drills and they set up camp on the site of the Berens River Mine.

I quit trapping and began working over there.

At this time I had great strength and could do a lot of work.

I stayed at the camp and every time I hauled supplies I got five dollars and I made lots of trips. While I was hauling these supplies, the big boss already knew how much I was being paid.

One day the big boss told me: "You are over-charging at five dollars a trip."

I answered to him: "It wasn't my idea that I would get five dollars per trip, it was the people who asked me to haul the stuff who set the price."

I already knew these prospectors didn't have anything to haul their supplies, except by carrying it on their backs. So, I told the big boss: "If you think I'm getting too much you can carry your stuff yourself."

The boss went and talked to his men for quite a while. Then he came back and told me to continue working. I would receive the five dollars for each trip.

I was about the first person to help these prospectors with their mining.

With prospectors roaming in the Sucker clansmen's forests, staking claims, it became imperative for Robert Fiddler to select a site for a reserve and he and the people decide that the grounds between Big Sandy and Narrows Lake will be their location. In 1929, Treaty Commissioners, Cain and Awrey, flew into Big Sandy Lake to talk to Robert Fiddler about the granting of reserve lands. Here Cain and Awrey find Robert Fiddler, the clan leader. They describe his as the, 'striking looking Chief Fiddler, arrayed in his official uniform with his large medal bearing the impression of the late Edward VII'.

It is decided at this meeting that three hundred and thirty two of the clansmen will get 17 square miles of ground around 'laid out in a rectangle having a width of at least 3 miles...' The reserve that Robert Fiddler has selected has reduced the upland country of his ancestors from over 10,000 square miles of territory to seventeen. But it will be another sixteen years before this selected ground becomes an official reserve, mainly because of the Province of Ontario's caution that native clansmen should not gain any ground that has an economic resource in it or on it. *

The movement of the Sucker clan to Sandy Lake meant that the days of operation of the HBC post at Caribou Lake were numbered. Only the Meekis families of the Pelican clan, Raes of the Sturgeon clan and Thompson Quill, a single Sucker clansman remained there. The bulk of the population was now settled for their summers at Sandy Lake. Soon the treaties would be held at Sandy.

Nine years after the visit of Commissioners Cain and Awrey, miners began to produce in the far north-west of Ontario.

The Berens River Mine

The Berens River Mine near Setting Net Lake was not the only mine to open up in the Bay River Forests in 1938. Further north, at Satchigo River;

> 'the northernmost gold producer in Ontario turned over its new 25 ton mill on May 17, 1938. The mill was grinding 27 tons per day. A feature of this camp is that Cree Indians are employed as wood cutters, surface labourers, rock pickers, and crushermen. According to the company they have proved highly satisfactory as good, steady, and careful workmen.'

Down at Setting Net Lake, a Scot descendant K. C. Murray had found ore and staked claims in 1927, then in 1936, more diamond drilling was done. In 1938, James A. Richardson of Winnipeg and Fred Searls Jr. of New York city financed the opening of the Berens River Mine on clansmen grounds.

Thomas Fiddler speaks to us of the Berens River Mine because he, and other clansmen worked there to support their families. Romeo Fortier, Thomas's boss, while he worked at the mine, also tells us about the early construction of the mine.

THOMAS FIDDLER: When they first started the Berens River Mine in 1938, I worked there for nine years until the mine closed down. I was just doing odd jobs at the end.

The Indians who worked longest at the mine was Josie Linklater. After they closed the mine he came down to Red Lake and worked at McKenzie Mine. This was the guy who worked the longest; he worked under-

ground. Practically everybody worked at Berens River Mine. Peter Loonfoot, was there but he didn't actually work for the mine, he worked for Louie Tapper. Tapper had a lot of tractors there hauling supplies. After that, Peter went to Red Lake to work at Dickenson. The Indians came from all over the place there to work at Berens River Mine; Little Grand Rapids, Norway House, God's Lake, Island Lake, Atchigo - they just brought their families over - Fishtrap, Big Trout, Round Lake, Pikangikum.

It was a big town. At first when I worked at the mine, they took me down to the bush to cut trees. They told me to cut the trees off at the roots and stack it beside the road because they wanted to turn it into wood. I think they wanted to find out how much I could do in a day and how efficient I was. I had everything out by the road before it was six o'clock.

After they examined my work, it was seven o'clock and I had not eaten yet. Then they told me they were going to change my work to the boiler room. I always worked in the boiler room after that; no more hard work. My father had told me not to work underground. I never even went underground to look around.

During that time all I did was inspect the things in the boiler room to see they were working. But even when I trapped for a living I was always making out good. When I was transporting goods I always worked to my boss's satisfaction; that's why the whitemen liked me in those days; I was an efficient worked. It wasn't only the girls that liked me!

My boss at the Berens River Mine, Romeo Fortier, lives in Red Lake where he works at Dickensen Mine. I always worked with him. Romeo was a young man at that time, he wasn't married, but the last time I saw him in Red Lake he was getting old jast as I am.

When I first started working Romeo didn't like me at all. He wasn't a foreman at that time. Actually, when I worked up at the kitchen, Romeo laid me off. I didn't know him that well then. After he laid me off, I went straight to the big boss. The boss told me to keep on working. As soon as Romeo saw me working he told me to stop working. This happened about 3 times. The boss's name was Mr. Martin. The last time I went over there and told him I got laid off again. Mr. Martin told me to go to work. I started walking toward the office.

But I saw Romeo in Red Lake and it was like meeting a brother. I worked with him for about nine years at the mine. The very first time I saw Romeo in Red Lake, he immediately asked me over to work.

When we had that mine in around 1938, there were lots of things the whiteman did wrong. The mine was in operation; there were a lot of whitemen there and a lot of Indians. There was a cookery there that sold meat and fish to the white people. We didn't understand what the whiteman was trying to say when he was talking. We never had any schooling at all.

There was an Indian by the name of Peter Crowe there. Peter Crowe took the hind leg of a moose down to the cookery. When he was close to the cookery a couple of officers saw him and this meat; those men represented the O.P.P. They were talking to Crowe but he didn't understand a word they were saying. Now Peter Crowe was not afraid of



L - R Abraham Mamakeesik, Walter Mamakeesik, Fred Rae, Noah Monias, Romeo Fortier

anybody or anything. They were talking to him in English and he just talked back in Indian. Between Peter and the policemen, they didn't understand each other, it was sort of an argument in loud talking. The O.P.P. were talking away and Peter was talking away. Soon the officers got mad, they didn't know what Peter was saying, yet they didn't know what they were talking about. There was a jail there and they picked him up and threw him in jail because they thought he had stolen the meat he was carrying.

THOMAS FIDDLER: It was a long time ago there was a mine operating near Sandy Lake, at Setting Net Lake. There was a dam at the mouth of the river and waste from the mine came down the river.

Lots of Indian people lived on the upper part of the river and around Setting Net Lake in the winter. Many of us worked in the mine. In summer, we moved downstream. The white people didn't like us living up river because the water we used went down to them and they used it too. They arranged a meeting with the owner of the mine, doctors, Indian leaders, the police and the mine personnel.

I was Chief at that time and working in that mine. I was at the meeting. They told us to move from our location, to downstream, because we were polluting the water they drank. They told us to dig up one of our people who we had buried that winter about 100 feet away from the shore above the dam, so that the remains wouldn't get washed out.

I asked them, "Is there proof that we are the ones that are polluting the water?" Nobody had any proof. I had thought at the time they didn't like us because we're Indian people. I said to them, "I'll show you who's

polluting the water and I have proof - you just go take a look at all the waste from this mine that goes down the river. I've seen fish floating where this waste material is coming down."

"After the meeting it was decided to reroute the waste and try to prevent it from going into the river. So the new route was into a muskeg area. Today there are no living things near that area. If you want to see this go to the old Berens River Mine."

ROMEO FORTIER: In 1936, I was a single man. I left Winnipeg and went to Berens River by boat and then we flew up to the mine site. There wasn't much there.

Pat Scott was the manager when I started.

The mine site was discovered first by Ken Murray. I heard Murray got lost between South Trout Lake and Setting Net Lake while he was prospecting. He lay down to rest beside a tree to rest and when he got up, he cleared away some moss with his hammer and he saw ore.

We sunk the shaft into the ore zone in the fall of 1937. The first twenty feet down was done with hammers and chisels. The ground there was the damnest ground to drill in. It was so hard it would drive you crazy. A man would get two inches of bit into the rock then it would hit soft stuff and just turn without drilling.

In January of 1938, we had a steam machine to drill the shaft and we went down and two levels, then drifted into the ore.

In the fall of 1938, we started to build the mine.

Northwind Lake was damned up for hydro power but it rained for thirty-two days in a row until finally the coffer dam lifted and all the forms for the dam washed right down the river. Boy, oh boy, you should have heard the men cursing. What a sight!

All the freight and supplies were hauled to the mine from Berens River by a man named Louis Tapper. This Tapper was the toughest man I ever saw. In the winter time he worked outside with his shirt wide open at forty degrees below zero. Toughest man I ever saw before or since.

A lot of Indians worked at the mine and most of them lived at Rathouse Bay. One man that worked with me was Tom Fiddler - the Chief. I always remember him on snowshoes. He was an amazing sight with his game leg; going through deep snow, over windfalls faster than those with two good legs. This Tom Fiddler was a good worker. He was the type of man that could have got a job anywhere he wanted.

I recall also an Indian named Cutfoot Moonias who worked for me. One day at noon, he came and asked me for the afternoon off.

I said to Cutfoot; "You just missed three days of work and now you ask me for the afternoon off. Aaaah!"

Those Indian men who worked around the mine never touched anything. It was possible to leave things out everywhere and nothing would be taken.

The mine closed after the war when the market for lead fell and it was too costly to ship out the concentrates to Berens River Landing.



Berens River Mine 1940's Dam and Powerhouse

below: The mine site at night



Thomas Fiddler also tells us that it is at the Berens River Mine that the people see for the first time: concrete, steel, tractors, drills, electricity, motion pictures, ice hockey and so many different kinds of food.

The electricity that powers the mine comes from a dam at the outlet of Northwind Lake. Here, where 'a series of rapids and falls result in a total fall of about 50 feet over a distance of 1,000 feet' out of Northwind Lake, a dam with two, 1000 horse power vertical turbines is constructed. (The site has an estimated potential of 3,000 h.p.) Further upstream at Johnson Rapids, a storage dam raised the water level eight feet.

The Berens River Mine has a hospital, a jail, bunk house, a cookery, a power sub-station and a machine shop. All sorts of buildings make this a western town in the forest.

A winter road for the Berens River Mine is cleared all the way down to Berens River and, in 1939, 'approximately 2,2000 tons of miscellaneous supplies and machinery' is delivered by winter freight trains. There have been 'more than 1,000 flights' made by airplanes to the mine covering distances in excess of 500,000 miles in the air with no losses.

The Berens River Mine will produce 8.8 million dollars of metals from the earth and operates until 1948, when at the end of World War II, the demand for lead declines.

In the summer of 1940, two years after the construction of Berens River Mine, Robert Fiddler, the hereditary leader of the Sucker clan since 1907, and elected Chief of the Deer Lake Bank since 1910, died. There is

some discussion about who should now be the leader of all the Sucker, Pelican and Crane clansmen. But the Suckers are the largest clan and it is decided, 'that since Robert Fiddler's blood was in his son, his son should take over'. Therefore, Thomas became the chief of the Deer Lake Band in 1940. He will hold this elected position for twenty-eight years.

After the closing of the Berens River Mine in 1948, many of the native workers migrate to the south to work at the Red Lake Gold fields. They obtain work in all the mines in the district but by the mid-sixties the gold mine that employs the largest percentage of native labour is the Cochenour-Williams Mine in Cochenour, Ontario.

In native labour in the Red Lake mines almost always represent high turn-over. With their families and relatives in the north, men are always coming and going from what are for them, southern towns. Coming from a tribal culture, native employees have had centuries of experience where their labour has always been related to a product which has been of immediate, direct benefit to them. Working for money is a new thing. Most employer complaints centre on absenteeism. Few complaints are ever heard on the quality of work performed.

Griffith Mine and The Environment

All mines have an impact on the environment but some mines have more effect than others. Particularly worrisome in terms of real economic costs are uranium and nickel mines. In the case of nickel mines the processing results in the huge outpouring of sulphur dioxide; acid rain formulating from this appears to be part of what may be a tradgedy of epic proportions for 20th century man. Nevertheless, it appears that

proper technology offers immense reduction in sulphur dioxide outpourings into the skies, while uranium mines appear to have unsolvable problems in terms of radio-active wastes and health problems for their miners. In fact the whole question of nuclear power appears to be a scientific dead-end as far as continuing an energy pathway into the next century is concerned.

It is in iron ore, gold and base metal mines that one finds industry that has demonstrated capabilities in limiting its costs on the environment. While gold mines have and continue to have problems with arsenic in stack emissions they have certainly shown that waste can be contained and replanted with grasses. Thus, whatever degradation does occur initially, the waste fields at Balmertown are now non-recognizable as such and are re-inhabited by some fauna.

At the Griffith Mine site (an open iron ore pit) in what was a portion of Bruce Lake, several kinds of wildlife inhabit the mine property, or sojourn there during migration. Griffith Mine, which is an iron-ore pelletizing plant, has the advantage of not using any chemicals in the mill process. Unlike mines of earlier days, this mine, continuously replants its tailing ground with oats and yellow clover. These plantings are so successful that the Griffith crops would be commercially harvestable if they were located on a farm. The oat fields are utilized, however, by Snow geese, Canada geese, and some ducks on their fall migration to the south. Flocks of 100-300 are commonly seen inside the dykes in September and October. Moose, beaver, red fox and wolves are also seen on the property. Immediately across Bruce Lake from the mine

is a Blue Heron rookery which has remained productive in close proximity to this major industry. Nor has there been any measurable depreciation of the fishing in Bruce Lake. A tourist operation on Bruce Lake that existed before mine construction has remained a viable economic operation.

Tree planting on the tailings at Griffith Mine is limited to small experimental plots, mostly of poplar, and some improvements are expected to be made in regard to reforestration experiments.

In many ways Griffith Mine is an example of what can be done to integrate an industrial operation on sensitive boreal forest terrain. A green belt exists around most of the mine site, and no hunting is allowed here. This protective setting allow for wildlife to remain in close proximity whereas other mines in the north with no green belts, or have a town site at the mill, have little compatibility with boreal creatures.

On The Future Of Mines

THOMAS FIDDLER: I think the White people and the Indian people should sit down and discuss the problems they are going to have in the future and really have good understanding with one another before they start something like mining for minerals. In the past when they had a mine in Favourable Lake I think a lot of jobs were open for the Indian people not only from Sandy Lake but reserves all over the north. When I was working at the mine I discussed some problems with mining inspectors: one of the problems we had was dumping waste water. I talked to them so they wouldn't dump their waste materials into the lakes and rivers. So they built a spot somewhere in the bush where they could dump all the waste materials. Although some problems were existing while the mine

was in operation - like liquor - I thought the existence of the mine outweighed these problems because a lot of people benefited from the wages they were getting to support their families.

White people should be thankful for our sharing our lands with him and as I have mentioned that the White people and Indian people should sit down and discuss problems they will fact in the future so the two peoples could live with one another in harmony.

In my own way of thinking I would support a mine should it be springing up near our reserve so my people could have jobs. But before this happens I think both Indian and White people should discuss their plans.







PULP AND PAPER AND FORESTRY

IV

"We have not inherited the earth
from our fathers we are borrowing
it from our children."

"Forestry is farming with trees as
the main crop."

PULP AND PAPER AND FORESTRY

"At mid-century, roughly one quarter of the earth's land surface was covered by forests. By 1980 it was less than one-fifth. Each year the earths inhabitants, all users of wood products in one form or another, increase by the equivalent of the population of Mexico and Central America combined, and each year the forested area shrinks by an area the size of Hungary" (1)
i.e. Hungary = 35,926 square miles.

The Southern Ontario Experience

If there really is an art or science called 'forestry', there is very little evidence - in a historical context - in the Province of Ontario to illustrate its existence. Since many trees take a century to mature lack of historical evidence is a strong indicator that forestry is not at all a meaningful science, art, or profession, of any substance.

To illustrate this disturbing point it is only necessary to look at the demise of the hardwood forest in southern Ontario since its initial settlement.

The main onslaught on the southern Ontario forest began after 1820 and sixty years later the Ontario Agricultural Commission would admit, 'ruthlessness' in dealing with the forest. In 1823, axes dropped enough white pine to float three hundred rafts down the Ottawa River. Twelve years later loggers were dropping pine all the way up river to Lake Temiskaming. By 1854 there are 1,618 saw-mills in the hardwood tree stand of southern Ontario. Some 400,000,000 board feet of lumber was sawn.

With saw-mills came utilization of water power and dams. And with dams came the destruction of fish. 'From the great number of mills which have been erected on the (Credit) river during the last four years (1841-45) the fishing is destroyed, the salmon being unable to make their way over the dams.' Salmon would be extinct in Lake Ontario by the turn of the century. Sawdust, dams, prolific killings occurred during salmon spawning runs during the advance on the forest.

A half-century after the clearing began on the hardwood forest in southern Ontario, Oliver Mowat,the Premier of the province, called upon a Commission 'to inquire into the Agricultural resources of Ontario.' Twenty-one items were to be investigated. Forestry, in importance, appeared to have only a separate division within agriculture for Commissioners Gibson, Saunders, and Hilborn. When their report was issued in 1881 in four large volumes the subject of forestry was surrounded by the topics: Fruit Culture, Grape Culture and Native Wine Making, Insects, Insectivorous Birds, Bee Farming, General Farming, Dairying, Horse Breeding, Poultry and Eggs, Meteorology, etc.

Gibson, Saunders and Hilborn were astonished when they received letters or took testimony on what had once been a magnificent forest. The Commissioners felt they could have spent all their time on forestry alone. They recommended a 'further examination' into the subject. Their report to Mowat and the Liberal government stated:

> ..."they have to utter words of warning, perhaps even to give expression to some alarm, for, from that day that the first pioneer settler entered Upper Canada until now, a process destructive to our forest wealth has been rashly, recklessly, wastefully, and it may even be said wantonly going on.' (2)

The Commissioners had written testimony from Bennett Brothers, in London, on the Thames River, that they were now importing walnut from Indiana; that white oak was 'nearly as scarce as walnut in this country'. Chestnut 'is now almost extinct'. Cherry is 'fast disappearing'. Whitewood or the Tulip tree 'is now very scarce,'but that 'there was a large quantity...growing in the western part of the Province'. Butternut has become 'very scarce'. 'Hickory is in demand from very early stages of its existence to the time of mature growth." Sycamore was 'scarce'.

The blame for these shortages, the Commissioners implied in their report, fell first upon the pioneer but it was: 'Small blame, it is true, attaches to the pioneer in a wooded country if he does cut and slash at all obstructions somewhat ruthlessly'. After all they were 'surrounded by what seemed to them an illimitable extent of forest, they naturally took small account of what the state of things in the days of their grandchildren or their great-grandchildren'.

The heaviest criticisms fell on the farmers of the second generation from the original pioneers. They lampooned these farmers with the mention of a farmer who bought a prize-winning apple tree from a 'tree pedlar' who was able to sell the farmer a poplar as an apple seedling. Some farms in Ontario did not have an acre of bush. One

farmer still was of the opinion that the hardwood forest was still of some large dimension because they still had more 'bush' than the prairies. This farmer 'almost scornfully repudiated the idea of planting a tree'. But the same farmer, the Commissioners noted had a crop of wheat saved by the windbreak of 'his neighbour's bush'. Then the Commissioner's report proceeded to say:

> 'Not only have the farmers of Ontario destroyed property of fabulous value, in the clearing process; not only have they denuded their lands of necessary protection; not only have they dried up their streams, and left dry ditches in many places to mark where once existed valuable water power but they have been, and still are, going on very fast with destruction of their supply of fuel...men who took up bush land thirty years ago have so thriftlessly managed their timber, that today they have used the last stick and are actually buying cordwood.' (3)

To sum it up this scathing attack, the Commissioners also accused the farmers of Ontario of being, 'in a condition of profound lethargy or innocent unconsciousness'.

Gibson, Saunders and Hilborn made the following recommendations after raising the question. 'By what means can tree planting by individuals or corporations be most successfully promoted?' The Commissioners suggested, 'money grants, exemptions of planted lands from municipal taxation; large forest tree nurseries'. They suggested lectures, planting in school yards and lectures in relationship to entomology (bugs) and ornithology (birds) and a further examination of forestry by the government of Oliver Mowat.

Seventeen years after the report of Gibson, Saunders and Hilborn to Mowat's Liberal Government, another report of Forestry was issued.

A Commission was appointed in June, 1897 which was to focus on the subject of 'White Pine and other timber trees upon lands in the Province which are not adapted for agricultural purposes'. But in a final report issued in 1899, the Commissioners did not refrain from commenting on the hardwood forest. Again there was condemnation and an unstated admission that forestry as a practise did not really exist in reality.

> 'the early settlers grew to look upon trees as enemies to their well being, to be got rid of if possible. It was not long, in the settlers war of extermination till he was assisted by the lumberman.' (4)

"Nearly every spring' the Commission of 1897 stated, 'the Grand River overflows its banks and causes heavy damages at Brantford and elsewhere. This stream flows through Brant, Waterloo, and Peel. None of these counties have over 15 percent of wooded land---Brant has only 7 percent, Peel about the same, Waterloo has about 13 percent'. 'Many of the counties', they concluded, 'have not over 5 percent'.

The Commissioners of 1897 recommended a much better balance of agricultural to forest lands: '20 to 25 percent of the total area of a country should be tree covered'. By 1896, however, the following counties of southern Ontario were 75 percent or more cleared of original forest. Oxford, Middlesex, Perth, Wentworth, Halton, York, Durham, Northumberland, Huran and Welland. Some counties--Brant, Lincoln, Peel, Prince Edward, Haldimand--were more than eighty percent cleared.[5]

'It was a very shortsighted policy that removed the trees from the hillsides, and the hills, from broken and uneven land, and along the head waters of the streams, allowing the blasting and drying wind an uninterrupted sweep across the country, allowing the washing of the soil of the hillsides into the valley below to the detriment of both.'[6] So, reported the Commissioners of 1897.

Indeed, the forest in the drainage basin of the Thames River had been so denuded by 1882, that the river flooded in mid-summer. At London, the Kensington and Oxford street bridges were swept away and twelve people drowned in the rush of water downstream.

The wholesale cutting of the hardwood forest had more effect than floods and erosion, however, the impact on the forest creatures was profound. Passenger pigeons estimated to have once had a population of 5 billion became extinct because of massive forest clearing. Eagles, wild turkeys, cougars, wolf, otter, lynx, beaver, all became extinct in their original habitat of southern Ontario by the early years of the 20th century. In addition thousands of miles of streams that once held the resource of speckled trout were so denuded that their warmed waters would not support the fish.

The mining of coal took much pressure off the use of wood as fuel in the early 20th century and there was some response to reforestation in the first two decades of the 20th century as counties subsidized tree planting and some volunteer organizations planted trees on the denuded country side.

But this early attempt at reforestration in southern Ontario has long since reversed itself. In the fifties, farmers of the tractor generation cleared untold miles of fence lines of trees to increase tractor efficiency and eliminate weeds between fields. In the late 70's, a return to wood as heating fuel has put pressure again on existing woodlots. Southern Ontario, which was almost obscenely deforested during its conversion to agricultural lands in the 19th century, and was never reforested to anywhere near an optimum level, is now, despite some plantings by Conservation Authorities, reverting to a new low in terms of forest cover.*

Forestry, it seems clear, if it exists at all in southern Ontario, exists only in a feeble state.

The Boreal Forests of Ontario

The felling and consequent devastations of the hardwood forest in southern Ontario in the 19th century has, apparently, provided few lessons for foresters of the 20th century. In northern Ontario the first three decades saw the effective demise of the great white pine. A "renewable resource" in the fantasy-land jargon of foresters was gone from sustainable productivity and this tree appears to have been deleted from consideration in the future. (To-day the rare white pine can be seen on the north shores of Lake Superior, standing solitary, or in small patches, having escaped the axe and the saw only because of their inaccessability.)

The white pine industry of the boreal forest was in final decline in the 1920-30 decades when new technology led to the establishment

*The Booz, Allen & Hamilton Study points out that in 1981, 1 in 7 Canadian homes have wood burning stoves. In the first year the federal Canadian Oil Substitution Program subsidized 46,000 conversions to wood from oil, nearly 25% of all conversions. The B.A. & H. Study states that another 300,000 howeowners want to convert to wood.

of several pulp and paper mills in northern Ontario. Some authors have described this new era of wood utilization as 'a period of explosive growth for the newsprint sector'. In the north-central administrative region of the Ministry of Natural Resources, a mere sixty years after mills were first established in Thunder Bay, there is now strong evidence of an impending wood shortage for pulp and paper mills in this huge administrative region. Since reforestration has been pathetic at best: ranging froom 20% to 70% on replanted areas.[7] Other admissions from foresters themselves admit that 'about 125,000 acres per year in the mid 1970's was lost to production in Northern Ontario owing to lack of artificial or natural regeneration of cutover land'.[8]

Reforestration

> "Forest land is without question the most valuable natural resource held by the Canadian people. It follows that it must be maintained and in fact enhanced for the benefit of this and succeeding generations."
>
> F.L.C. Reed

"We have been mining our forests when we should have been farming them", Environment Minister John Roberts tells the Canadian Forestry Industry Congress at a Toronto meeting in September, 1980. F.L.C. Reed warns that the potential for forestry expansion, "is minimal or non existent until such time as expanded forest renewal begins to bear fruit". Journalist Steve Rhodes reports "nearly every speaker talked of the urgent need for massive reforestation". It is estimated that reforestation in Canada needs a fund of $300,000,000 to $500,000,000 for each of the next several years. Instead the governments in canada spent a total of $178M in 1980 while they collected over $3B in tax revenues from the industry.[88]

In Northwestern Ontario a similar sentiment to the voices at the Conference is stated by George Marek, a Forest Management Supervisor in the Nipigon District: "I think companies have got to realize that the mess they got away with for 30 years is not tolerable any more and they have to improve their forest management practices". Even, Kenneth Greaves, a strident lobbyist for Ontario's pulp and paper companies admits, "we all received a rude awakening. The supply is limited..." Charles Carter, Chairman of the Board of Great Lakes Forest Products says at the Congress that 'top priority must be given to reforestation'.

The Canadian Forestry Industry Congress held in Toronto in 1980 is viewed with some importance. After all, forest products in Canada account for $12 billion in exports and foster $21 billion worth of wages, supplies and services throughout the economy. Another $3 billion in taxes are generated for provincial and federal treasuries. It is to be expected that the wasted condition of Canadian and Ontario forests will result in some strongly supported steps of action recommended by the Forestry Congress. Instead it is reported: "The failure of the Congress to put forth specific proposals or recommendations about correcting mismanagement problems of the past suggests the event was little more than an in-house exercise."

The ravaged grounds of the boreal forest north of Lake Superior can be viewed--in western terms--as a simple economic and management problem. Managerial practices include the devastating technique of clear cutting large areas of forest. One clear-cut area is reported to be 12,000 acres in size and areas of three to five hundred acres are common.

Destroying continuous acreages of this size remove the possibility of natural re-seeding; no mature trees are left standing. In addition, this strip mining all the trees off such large areas inevitably lowers water tables. The success rate of replanting seedlings is lowered in the shallow soil of the boreal forest. Dry springs and summers fry most seedlings in clear cuts. The sweep of winter wind and snow through clear cut areas further reduce the success rate of seedlings. Clear cutting is cost effective only if the point of view is held that trees are a non-renewable resource. The state of the cut over areas of the boreal forest is evidence that this is in effect; the real view of forest industries. In other countries in northern latitudes, Sweden, Norway, and Finland, the practice of clear cutting has long been abandoned as a wasteful, primitive technique. Their forests produce 'acre for acre...three times the forest crop of Canada with no loss of woodland'.

The economic problem in 'managing' forests is one of investment priorities. In the boreal forests it takes from sixty to one hundred years to grow a mature tree. Profit oriented companies are reluctant to make investments in replanting and sound forestry techniques because the return of profit is three-quarters of a century away. Thus, these investments have not been made by either companies or provincial governments. Indeed, one forester, Professor Paul L. Aird at the University of Toronto has written, there is an 'inability of provincial legislatures to cope with resource management'. In sum, it is fair to state that those within both companies and legislatures have robbed their descendants of future forest resources by concentrating on their own greeds. One example of

this robbery will be sufficient. In November of 1980, George Marek, Forest Management Supervisor in the Nipigon District, reveals that in the past five years 11,000 acres in the Armstrong area have been cut over. Of this area only 36% has been reseeded and of the area reseeded it is probable no more than fifty percent has survived. In Marek's area in 1980, he estimates that he needs $1.5 M for reforestation but he can obtain only fifty-six percent of this ($850,000) to replant the wasted forest.

With the limits of the boreal forest in clear sight and wood shortages estimated at fifteen years down the road one would think that those progress-minded thinkers in Ontario and Canadian Governments would have turned to forest planting with fervor and dedication. Such an action was not to be. Both governments turn their attention to forest production, thus; grants are given to all of the pulp and paper companies to modernize their plants and increase their production capacity. A federal-provincial program offers 'a total of $170,000,000 in Ontario' for the above purpose. Virtually every pulp and paper company from Espanola to Kenora takes advantage of those public funded grants and the stage is now set for the last years of plunder in the boreal forest.

Cutting The Bush

LLOYD COMBER: I worked cutting trees for pulp and paper through the summer of 1978. We were cutting trees along the ridge on the west side of Trout Lake. We were cutting that whole ridge. It was strip cutting.

In the morning, we would all stand around the camp for awhile. Then the foreman would divy up the men into pairs or sometimes three men to a party. There were about 24 workers in this Great Lakes Forest Product's camp. Great Lakes is a mass of people owned by the Canadian Pacific Company. Canadian Pacific is into everything. It's a monster.

The bosses gave us a pep-talk every morning, saying; 'We want more production. We want 280 cords out of this camp everyday'. That's a hell of alot of trees, especially when you had little trees like we had. But, that's what they wanted as an average, 200 and some-odd cords a day.

There was another camp right next to ours. So we were cutting to beat hell, trying to make as much money as we can. People don't usually last long in this job. Most last only a couple of months. A fast paying job. Make a couple of fast bucks and you're gone.

When they first hire you, they give you a crash course for a half-a-day or so. So you can get a lot of injuries there. Some guys are right off the streets and never handled a power saw before. And these things can rip your leg off in less than three seconds. One slip and your leg, or any other part of your body is gone. One kid was goof-ing off and he cut himself on the calf right to the bone. He was in a cast all summer but he got off lucky.

A good crew would cut 30 cords a day. That's two people. When I first started off I was doing only 8 to 10 cords a day. Toward the end of two months I was doing as well as anyone else was; 20 to 25 cords a day. Work like a dog, just get it all done. The reason we would work so

fast and hard was that you can't make alot of money unless you make bonus. You'd have to make bonus to absorb government income taxes. If you are not making bonus, you would make $700 a week but the government would take forty percent of it. We would cut extra trees and work that much faster to get a full cheque. Bonus started in at 15 cords. That's when you would start making your money. If you did not make bonus you got a straight $82.50 a day. In the winter time it is alot faster in cutting but when I was working there in the summer time, it was really hot, so you'd work really fast in the morning. Around 10 or 11 o'clock you start to tire out. But in the winter time it is a different story. You'd have to work just to keep warm.

Some places we would handfall the trees but on the bottom of the ridge they would use a 'Feller-Buncher', a huge thing on tracks with a long arm and a couple of claws on it. At the bottom of the arm was a pair of scissors and it would just snap the trees off and lay them in a pile. The Feller-Buncher could do a couple of hundred feet or so within a half a day on level ground. In three days a whole section would be cut.

On the Trout Lake ridge a big tree would be about 12 to 15 inches in diameter and those were very scarce. Most of the trees were 8 to 10" butts.

So, the Feller-Buncher can snap these trees at the bottom and lay them down just as fast as it can move. The Feller cuts the strip and the cutter with a power-saw and skidder operator come right behind it. First of all, I would take the skidder and drive on top of the trees with

the hind wheels and break-off as many branches as I could. About one-quarter of the way down the tree I would drop the blade on the skidder and scrape off more branches. Then, the cutter with the power saw would come behind me and snip off the remaining branches.

After we did this, I would start to skid with eight or nine chokers and drag logs out to a 'landing' at the end of the cut.

I was sitting on the skidder one day and I was wondering how long these trees had been there. So, I cut the end off a bigger tree and counted the rings. That tree had been there for ninety years and its only just a little thing; a 12 - 14' butt.

We were cutting away one day and we were talking between ourselves, saying that there was no way anybody could make any money because the trees were just too small. This Superintendant came in, an old-fashioned guy, who used to skid with horses and use a Swede saw. He said to us, 'How come you men are not producing anything?' We told him, "You can't produce much with these little trees'. If you did really produce on the ridge it was once in a blue moon.

He told us, 'when I was younger I set the Great Lakes record for cutting down 80 cords in one day!' I thought about that for a minute so I asked him, 'How big were the trees you were cutting?' He stuck his arm out like this, and the trees he was cutting were four foot butt trees, and three foot butt trees. Sure, anybody can cut 80 cords a day if you had those kind of trees.

So he holds the record for Great Lakes, eh? What a thing to look up to. Jesus! A Paul Bunyan and his Blue Ox. That old guy had seen the better part of the trees go past. What a thing to be proud of!

On this job I saw some of my old friends there. People I used to go to school with. Now they are all married with kids and are in debt up to their asses. The only reason they were there was for fast bucks to get themselves out of the hole. I don't think I met anybody in this camp that liked what they were doing; that liked the job other than the money part.

Nobody really has any consciousness about what they are doing. I really doubt it. People just go in there and do their jobs from 7 a.m. to 3:30 p.m. and that's it. They just want to go in there and cut as many trees as they can.

One thing I noticed when I was working there; the native folks that live on Trout Lake, they used to come out through the bush to the Nungesser Road. But once the cutting began--I used to be sitting on my skidder--all of a sudden these three or four people would come walking out of the bush and they wouldn't know where they were. They would stop and ask me, 'which way is the road?' So, I tell them, 'About a mile down that way, follow this road here'. They were lost because all the trees were gone that they used to walk through.

As far as birds and animal life where we were cutting; there was nothing there. I never saw anything. There wasn't even tracks anywhere. I saw one ground hog in two months. He didn't stick around very long. Not when you've got all those machines whipping all over the place--the noise of it; power-saws going all like crazy.

All the time I was on the ridge cutting I never saw an M.N.R. forester. The Ministry of Labour guy visited us a couple of times, telling workers to get their hard hats on, ear muffs or screens.

Increased Demands For Pulp and Paper

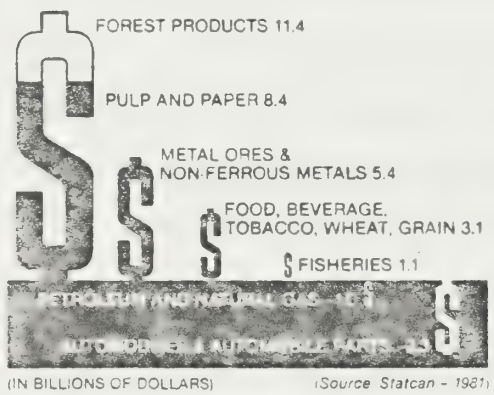
With inflation now rampant nearly everywhere, the extent to which forest-product scarcity is one of its driving forces deserves close scrutiny. Mesmerized by their own analytical tools, modern economists often pay little heed to trends in the natural systems on which human activity is based. Yet, an unadequate supply of forest products is already an inflationary force world-wide , and appears certain to be even more of one in the coming decades. (9)

The 'explosive' growth of pulp and paper demands on the boreal forest north of Superior is to be expanded further by the year 2000 under present plans. The pressure on trees in the 1980's is startlingly reminiscent of the economic pressure on boreal fur creatures at the end of the 18th century. A so-called re-newable resource is to be pushed to the edge of viability. The powerful incentives in this push for further production originates in the federal and provincial governments who have subsidized expansion of productive capabilities. The need for revenue from exports of pulp and paper was foremost to assist balance of trade deficits. Modernization and efficiency of cost in order to compete with world production is the other reason often stated for these new levels of growth.

This reasoning is seriously flawed. First does it make sense for Ontarions to compete in what appears to be a self-destructive race in the continual erosion of global forest cover? Because other governments are willing to sacrifice their forests for immediate economic gains and hugh long term costs, should an Ontario pulp and paper industry join in competition where all the contestants are racing toward a biological and social precipice? Second. The Ontario and Canadian position in the world trade of pulp and paper and manufactured forest products is already

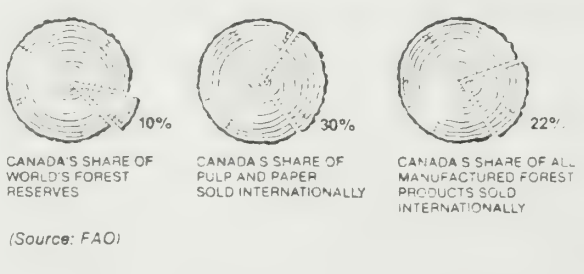
in an unsustainable position. Canada with only 10% of the worlds forest reserves has 30% of international pulp and paper trade and 22% of other forest products in world trade. How does someone hold - indefinately - 30% of the trade in a renewable resource when their resource base is only 10% of the total? The answer is that pulp and paper and forest industries have been holding these present shares at the cost of mining their forests. Consider that Ontario forests have a 80-100 year re-cycle in the boreal north opposed to a 40-50 year re-cycle in other areas. The Canadian position is already in debt by not paying the costs of reforestration and holding the present share of international trade presents a potential burn-out scenario.

Reality #1 **The Canadian economy is resource-based and export-oriented.**

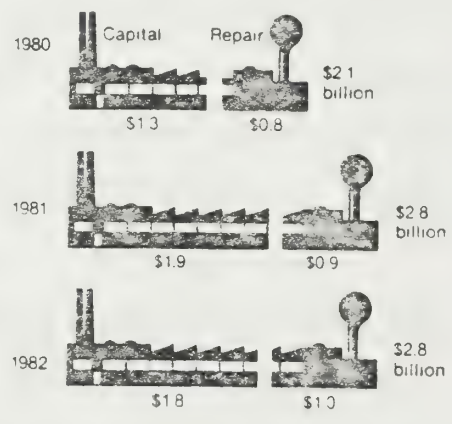


Only 20% of Canada's production of pulp and paper is used domestically. Every load of pulp and paper shipped abroad supports hundreds of jobs across Canada. Without foreign sales the pulp and paper industry would be one-fifth its current size.

Reality #2 **Other countries hunger for a slice of our market share.**



Reality #4 **Canadian mills must be modern and efficient.**



(10)

Third. Who says the level of world pulp and paper consumption in the 70's will hold into the future? The Pulp and Paper Industry of Canada says so. This faith and belief in growth and continuance of present levels of consumption is just that: faith. But the continued development of electronic communication is almost certain to cut into present levels of consumption in pulp and paper. And sooner or later, a substantial rise in the re-cycling of paper products will ease the demand on forest fibre. Costs in energy savings and transportation costs assist in re-cycling newsprint.

Table 3: Energy Used in Processing Virgin and Recycled Materials

Material	Energy Needed to Process Virgin Ore	Recycled Material	Amount of Energy Saved
	(BTU pound)		(percent)
Steel	8,300	7,500 (40% scrap)	10
		4,400 (100% scrap)	47
Aluminum	134,700	5,000	96
Aluminum Ingot	108,000	2,200-3,400	97
Copper	25,900	1,400-2,900	88-95
Glass Containers	7,800	7,200	8
Plastics (polyethylene)	49,500	1,350	97
Newsprint	11,400	8,800	23

Soutce: Adapted from Christopher Hill and Charles Overby. (11)

Fourth. The demand by Pulp and Paper for more forests in northern Ontario may soon be in conflict with other forest needs, that are now beginning to surface.

"In the United States the contribution of wood to the nations energy budget recently passed that of nuclear power and is likely to increase by a factor of five by the end of the century."[12]

Sales of woodstoves since 1973 have increased 5 times the pre 1973 level and 7% of American homes now use wood heat in whole or in part in the United States. Wood is also being used to generate electricity in the U.S. In Burlington, Vermont two ten megawatt electrical generators are fueled with wood chips. Studies indicate that wood chips can efficiently fire 50 megawatt furnaces utilizing 500,000 tons of wood chips in a year. Another example of wood as fuel is closer to home. 'The Cook County school system in Grand Marais, Minnesota recently installed a new wood-chip burning boiler to replace an oil-fired one.' Their costs dropped from $26,000/yr. to $6,500/yr.

One important advantage of using wood as a fuel for heat and electrical generation is that (SO_2) sulphus dioxide emissions are virtually non existent. And, another major advantage is that the source of energy is in theory renewable.

Another forthcoming demand on wood supplies in northern Ontario may be in the production of methanol for automobile fuel. Current estimates are that methanol can be produced at a cost of $1.10 U.S. per gallon with existing technology. When gasoline reaches '$3 to $4 a gallon' it will be cost-effective to produce methanol if wood prices are in the $30-$40/ton range. This new demand for wood in the boreal forest may well be with us in less than a decade.

Fifth. It has been mentioned by other researchers that the pulp and paper plants and the forest resources group within M.N.R. have several flaws in their estimates for increased wood harvesting. Briefly

these flaws are: allowable cuts are not sustainable to the year 2000. Cutting of forest from areas where regrowth is not feasible. Allowable cuts do not fully utilize the resource in harvesting, 2-7 units per acre left in bush. Forest inventories are exaggerated. Fire, a wild variable, can reduce supplies dramatically in one season. Insects, especially in monoculture stands, can reduce a forest inventory before the trees are even close to harvest size.

Sixth. The pulp and paper industry is in conflict with other viable long term industries in the boreal forest of north-western Ontario.

a) Fishing Lodges income in 1977 = $46.5M. Pulp and Paper access roads opening remote lakes. Clear-cut areas have resulted in over-kill of moose and contributed to the decline of moose population. Devastation of watersheds by clear-cuttings plus the use of herbicides on monoculture reforestration (causes warming effect in lakes) results in loss of moose browse.

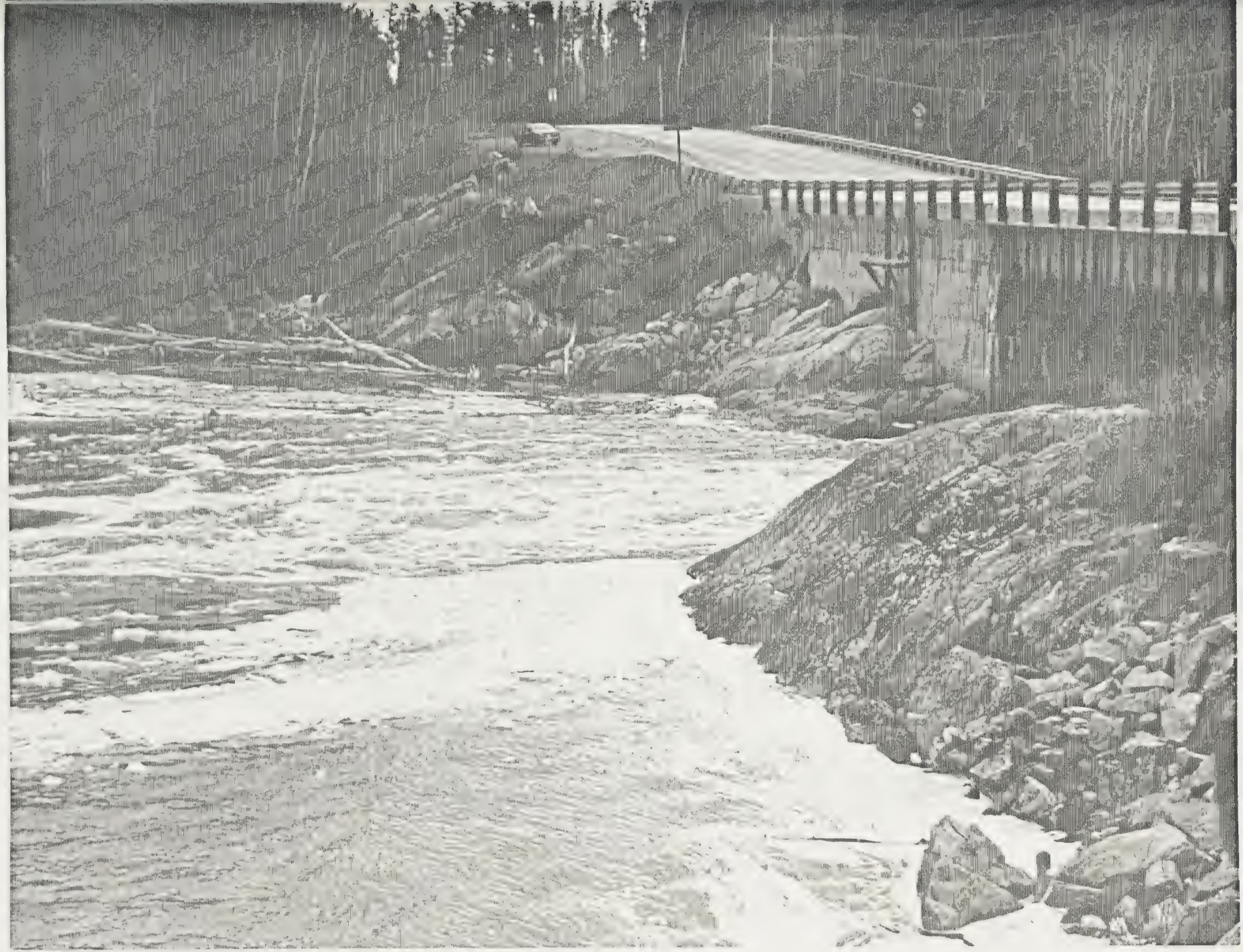
b) Commercial Fur estimated value $4.4M. Clear-cutting and general degradation of forest has caused animal dislocation. Particularly devastating is the cutting of trees to lake edges.

c) Hydro-electric Power Potential: The wholesale removal of large blocks of forest in the boreal watersheds will accelerate spring-run-off and reduce the potential of stabalized hydro-electric production. Resevoirs that may be created in future will over load in spring and have a tendency to lower drastically during summer.

d) Wild Rice Industry present production $1.M. Wild rice production in north-western Ontario is still in its infancy but clear cutting on watersheds will likely create unusually high water levels in utilizable lakes in the spring, restricting growth. Lowered water tables in summer may also be a problem.

e) Commercial Fishing present production $3.2M. Pulp and Paper Industries in Thunder Bay, Fort Frances and Dryden have already created declines in fish catches and spawnings because of river pollution. The uses of herbicides and





> possible fertilizer use in monoculture forest stands are a potential threat to commercial fishing on the boreal inland lakes. If fish farming is developed on small inland lakes, production potential may be severely curtailed because of forestry practices.

Pulp and Paper and Lumber Industries - The Real Costs?

The real costs incurred from Pulp, Paper and Lumber Industries in any geopolitical unit, (whether a province like Ontario or a country such as Brazil) are seldom if ever, measured in adequate economic terms. This phenomena occurs because the economic system and its methods of mathmatical calculations do not sufficiently measure the biological system. What is the cost of a poisoned water system? Is it the clean-up cost? The clean-up cost of the Wabigoon River, in the case of Northwestern Ontario, is estimated at $200M to $400M, with no guarantee of success. Is it only the direct loss of another economic resource i.e. fish over the length of time the river remains in a degraded state? In the case of the Wabigoon the loss of fish resource and tourism may last a half century so this cost is not paltry.

Is the cost of a poisoned water system the resultant degradation of a peoples' health? How does one measure degradation of health where infirmities may be subtle as in mercury poisoning?

How is a mathmatically oriented economic system of whatever political colour to put a cost on the 3,650,000 pounds/of sulphur dioxide yearly that are emitted from the stacks of Great Lakes Forest Companies stacks in Thunder Bay? Because all these environmental costs are difficult to determine, and would have to be determined by an arbitrary method, they are not measured as costs against profits at all. Economists slough these real societal costs off as 'externalities' or 'diseconomies'

which simply means the costs are not measured at all.

Nor are public subsidizations-grants- of the Pulp and Paper and Lumber Industries measured as costs. While the Pulp and Paper Industry of Canada has voiced concern about international competition from tropical areas the subsidization of some of these southern developments has been incredible. In Brazil for example:

> "Since 1967, three million hectares of plantations, mostly fast-growing eucalypti and pines destined for pulp mills, have been established. A valuable resource has been created but at an extraordinary price: tax subsidies have averaged $500 to $820 a hectare, with the public subsidy over 11 years totalling $1.8 billion. 'Despite relatively cheap labour' writes U.N. economist M. K. Muthoo, the plantation program has involved 'one of the highest costs in the world of creating man-made foreses'. (13)

In addition to this subsidization of pulp and paper in the tropics "little is known yet about the long term productivity of intensive tree plantations on deforested rain-forest lands".

There have been large public subsidizations of the Pulp and Paper Industry in Canada recently. The emplasis of this subsidization was not for forest plantations, however; it was for the increase of productive capacity of existing mills. This subsidization was on the order of $300M. Who bares this cost? Not the Pulp and Paper Industry that is for certain. But there are costs here that are real enough for the taxpayers.

What are the costs that are incurred when the Pulp and Paper and Lumber Industries dislocates, reduces or eliminates other viable economic operations in the boreal forest. What is the cost when a trapline is clear-cut? At the present 'Ontario government policy clearly

gives logging automatic priority over trappers...There is apparently little co-operation within the Ministry of Natural Resources between the Division of Fish and Wildlife and the Division of Forests.'[14]

Other economic pursuits in varying degrees of conflict with pulp and paper demands on one of the last great boreal jungles; tourism, fur, commercial fishing, wild rice, fish farming, wilderness outfitters, hydro-electric power; all imply costs in the levels of their diminishment from pulp and paper activity.

One environmental factor in pulp and paper mills is self-evident. Existing processes and technology at paper mills are at primitive and unacceptable levels in their relationship to river systems. Are the taxpayers to pay for the development of suitable systems of technology to eliminate wastes going into water systems. Of all the industries in northern Ontario, pulp and paper mills are the filthiest. So far, steps to clean up have been minimal.

If all these costs were applied to Pulp and Paper Companies at once, it is clear they could not operate under the present economic system.

Forestry - Is It a Meaningful Pursuit?

> "If we farmed our farms the way they farm the bush or trees around Kapuskasing half the people in Ontario would have starved to death by now. That's all forestry is, a type of farming and these foresters up there are the poorest farmers I've ever seen." (15)

As incredible as it may seem for a country that exports $11.4 Billion worth of forest products in a year, forestry as a specific area of knowledge in our educational system is quite insignificant. It is

not taught in any meaningful way in elementary or secondary schools. In the C.A.A.T. system in Ontario it is taught as a specialization in 2 of 26 community colleges. In the other 24 community colleges forestry is not even taught as an elective subject. Forestry is taught in three universities in Ontario; Lakehead, University of Toronto and Guelph. In the last few years the jobs available to the graduates of these courses have been minimal. This job availability is an indication that while forestry definately exists in theory, the reality of its practice in Ontario and Canada is matter for concern. The following chart from a 1982 advertisement by the Pulp and Paper Industry of Canada is an educating statement on the status of forestry.

Long-term, the prospects for pulp and paper are good. World demand will grow substantially by the end of the century.

However, many countries are building new mills to serve their own needs and compete in international markets.

Canada's pulp and paper companies have modernized by committing record amounts of investment funds to improve productivity and reduce costs. These programs have had a high priority and will again when financial resources permit. Only up-to-date mills and machines have a chance of competing in world markets.

Reality #5 **Forest renewal must be accelerated.**



Although Canada is blessed with bountiful forests, their productivity can be improved. The goal is to assure a plentiful supply of low-cost fibre, forever. (16)

In 1979 a seemingly tremendous number of trees, 295 million were planted in all of Canada.[17] This huge number gives the indication that there has been some action to tree planting. But, consider this. The Province of Ontario has geopolitical boundries that enclose 412,582 square miles. Let the reader suppose that only one-quarter of this province, 103,145 square miles, is suitable for tree planting in the boreal and the southern hardwood forests. There are 640 acres in a square mile so the area suitable for planting has 66,012,80 acres and 66 million acres divided into a paltry 295 million trees gives a planting of 4½ trees to the acre for Ontario alone. The Pulp and Paper chart indicates that the 295 million we calculated for just Ontario, was the amount planted for all of canada. It is embarassing to estimate how many trees/acre were planted in Ontario.*

In 1979-80, the Statistical Report of the Ministry of Natural Resource calculates that 69.4 million trees were planted on private and Crown land throughout Ontario. In 1980-81, this planting improves to plantings of 79.9 million trees. Applied to 66 million acres this represents 1 1/5 trees per acre. In addition to this MNR 'sowed nearly 2 Billion jack pine seeds to regenerate fire ravaged and denuded areas in the province.' This number may also seem impressive but the Forestry Research Station in Thunder Bay informs us there are an average of 133,000 jack pine seeds in a lb.[18] So, the aerial seeding of nearly 2 Billion seeds comes down to approximately 15,000 lbs. of seed. Fifteen thousand lbs. sown on only 10,000 acres represents a sewing of 1½ lbs/acre.

This seeding means - an acre which contains 43,560 square feet - receives an average of 4½ seeds/square foot.

The writers of this document do not wish to imply that 4½ seeds/square foot is the actual result of aerial reseeding. This illustration is meant to show that the aerial reseeding of 2 Billion jackpine seeds is definately not impressive. Nor is the fact that MNR has a small reserve, in 1982, of some 19 tons of jackpine seeds for aerial reseeding.

The sharp point of all this is: the reforestration rate in the Province of Ontario and Canada is a disgrace to a people earning over $11 Billion dollars a year both directly and indirectly from trees.

A further example of the dearth of forestry in Ontario is the fact that: 'There is a drastic shortage in Ontario of native bush trees'. Maple - the Canadian symbol - oak, ash, beech and others were imported into Ontario at the following costs:

1980 - $1,192,586
1981 - $2,239,156 (19)

Ontario's nurserys report that these native trees were passed on to consumers at values representing $4,281,999 in 1980 and $3,851,183 in 1981. Centainly, this evidence indicates there is a great need for a new emphasis on forestry practices in this province.

How a forestry might be brought on line is the question. Those recognizing the problem are faced with huge obstacles in an ignorant, urbanized populace and their politicians. In 1980, Professors Paul L. Aird and D. V. Love, in the Faculty of Forestry at the University of Toronto,proposed that a clause dealing with the well being of Canada's

forests be written into the new Canadian Constitution the suggestion was never given serious thought by provincial and federal politicians. It was an $11 billion dollar suggestion that was passed over as if forestry, and the immense importance of wood and paper products to Canada was not of importance. All of these factors leads one to a hypotheses:

FORESTRY DOES NOT EXIST AS A PROFESSION IN PRESENT PRACTICE.

FOOTNOTES

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9. Eckholm, Eric "Planting for the Future: Forestry for Human Needs" Worldwatch Paper 26 Washington D.C. 1979 page 27

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IV Footnotes continued

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15. QUOTE: Red Armstrong, farmer, Blanshard Township, Perth County, Ontario.

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ENVIRONMENT AND POLITICS IN ONTARIO

V

"Some historians have argued blatantly that Ontario no longer exists, that after Confederation it slowly turned into an abstraction with its regional identity lost because of an intense identification with Canadian 'national' affairs."

Ontario is large by any standard. It is one and one-half times the size of Texas, over eight times the size of New York State, four and one-half times the Isle of Great Britian; nearly twice as large as France and two and one-half times larger than California. Ontario is bordered by the five American States of New York, Ohio, Illinois, Michigan and stretches to the western border of Minnesota. Any geopolitical unit on the earth that contains 891,000 square kilometres is, indeed, large. But it is the concentration of 97 percent of 8.4 million people in what was once the small hardwood forest in the south that creates a huge gap in political representation from the valuable boreal north.

In Ontario's legislature of 125 seats, only ten percent of the political representation (12 seats) comes from seventy-five percent of the territory. This political representation is based entirely on population and it is, unfortunately, inconceivable to the western mind that some political representation whould be partially based on the geography of the earth. The boundaries of the few northern ridings above Lake Superior are drawn on north-south lines thus ensuring that the native clans have little chance of ever electing one of their own to the Ontario legislature or the Federal government in Ottawa. In fact, the Ontario legislature has never had an Indian in its assembly in the century plus years of its representation of Ontario's people. This long existing situation illustrates the effective banishment of native people's political representation in Ontario. Since 113 seats of the Ontario government come from between and along the Great Lakes, and the majority of these seats are inside urban centres, one observation on the political assembly in Ontario is:

POLITICAL POWER IN ONTARIO EMANATES FROM WHAT IS ESSENTIALLY A CITY STATE.

In southern Ontario, the rural population at 18.8% is the smallest percentage of rural people within any province in Canada and city dwellers so dominate this province, that seven out of the fifteen largest urban centres in Canada are located in southern Ontario. Of these, Toronto is the largest centre with a population of 2.8 million and density of 1,940 people per square mile. With such a massive concentration of western people in city and urban centres it is possible to discuss 'urban psyches'. Naturally, 'urban psyche' is probably stronger in city persons who are of the second or third generation than those who have become urbanized after a rural upbringing. Even so, any person who drives a car out the garage in the morning to travel multi-lane highways into an underground parking lot to spend an air conditioned eight hour day in factory or office to return to his house and an evening of television; these people and others with variations can hardly be said to have a direct relationship with the living world, other than breathing its now polluted air. People with 'urban psyche' have virtually no relationship to divinely created animals unless that animal is an inoffensive 'pet'. An urban person's relationship to the most important domestic animal there is, the cow, is as distant as a pound of cold hamburger or a box of milk. This distance is a meaningful experience away from seeing a dairy cow cry when she gets a needle or the feel in one's hands pulling milk from her teats. In fact, most urban people would be at a dead loss if they had to kill and clean a chicken. And towards the boreal forest there is even less knowledge and feeling and certainly no spiritual relationship.

The bent of urban thinking is especially evident in the urge to completely control our private little environments. One only has to look at boulevards of well manicured lawns. "Lawns are the white man's neurosis' a clansman says and one sees in the chemical war against dandelions and the mammoth waste of energy in cutting grass, an undeniable truth in the quip.

Unfortunately, people with urban psyche have never had the opportunity to see and more importantly, feel the divinity in unscathed forests. This loss is an emptiness; a loss in our urban people's psychological make-up. One thinks recently of a young woman, a graduate from the University of Windsor, who travelling on Highway 11 near Kapuskasing, commented on the snow plastered on some of the trees, only to be informed that they were birch trees. Or, of a person in Toronto, who works for an organization that has an oak leaf for an emblem and was not able to identify the same tree in her back yard. A hypothesis is evident in these examples.

PEOPLE WITH URBAN PSYCHE LIVE IN A CONSTRUCTED ENVIRONMENT WHERE THEY CAN HAVE LITTLE EMPATHY WITH A LIVING WORLD.

Most of the eight million westernized people of Ontario stand with their urban backs to the boreal north and their eyes focused to the enticing south. People in Toronto are plugged into a visual display of some eighteen channels of American television. That Ontario's people are awe-struck and attracted to their colossal American neighbour is indisputable. In 1977, 2.4 million people from the province went to the southern and mid-Atlantic states for vacations. Out of a population of 8.3 million this same year, a colossal 5.4 million Ontario people went

abroad spending a whopping $1.2 billion dollars. These figures suggest that Ontario people's travel in their own geopolitical region is limited. Indeed, knowledge of their own territory is sparse. It is safe to say that seven out of ten people in this province are not aware that Ontario has a salt water coast and an entry point into the oceans of the globe.*

In fact, the urban psyche appears so preoccupied with the fantasy of constructed environment that there is scant concern with the loss of prime agricultural lands in southern Ontario. Not only is the boreal forest being destroyed, urban sprawl has dug up and paved over miles and miles of productive farm land. Growing western pressure on agricultural lands in the decimated hardwood forest has been equivalent with the increased agression of a money economy and population growth in southern Ontario. Money, the life blood of progress, always hopes to expand itself and does so by often devouring renewable resources (too often making the resource, non-renewable) in the satisfaction of its immediate needs, a profit. Evidence of this western force is apparent in large reduction of prime foodlands.

In the Niagara District, forty percent of the 85,000 acres of Class One land had fallen to urban 'development' by 1969. In addition to this, the Regional Municipality of Niagara has placed another 26,000 acres within boundaries of more unban development, meaning that seventy percent of the productive land in the district is eventually to go out of production.

*In 1981, the Ministry of Natural Resources produced a map mis-labelling Hudson Bay as the much smaller James Bay.

It is not only in Niagara that visionary investors with the singular motive of profit are chasing agricultural resources. In Mississauga some 12,000 acres of foodland surrounded by small cities had been classified as agricultural since the 1950's, and had been designated as such under the Mississauga Official Plan and zoning regulations. In clear contravention of the importance of this resource the council of the City of Mississauga have allowed the door to be opened to convert this land to urban development.

The growing pressure on land in Ontario in the 60's and 70's has also resulted in a very large intervention by the Progressive Conservative Government in the market place. By March of 1979, the government of Ontario had expended a massive $622,000,000. in acquiring 'land banks' of 300 acres or more. Financed by the public purse the government of Ontario has become a giant landlord with feudalistic tendencies. In Pickering, for example, in the 70's some '25,000 prime agricultural acres' were purchased at a cost of $257,000,000. for construction of a proposed airport. By 1980, with the airport deemed unnecessary, the government decided that the land would be allocated: 10,400 acres to tenant farmers; 8,000 acres to conservation; and 7,000 acres held for future development. In 1974, this same government by a secret cabinet decision, purchased 12,847 acres near South Cayuga, 10,003 acres at Townsend, and a further 10,492 acres at Edwardsburgh, near Kingston. The primary motivation for these purchases was future urban growth that never happened. Critics of the economics of this vision led by former treasurer, John White, have pointed out that the

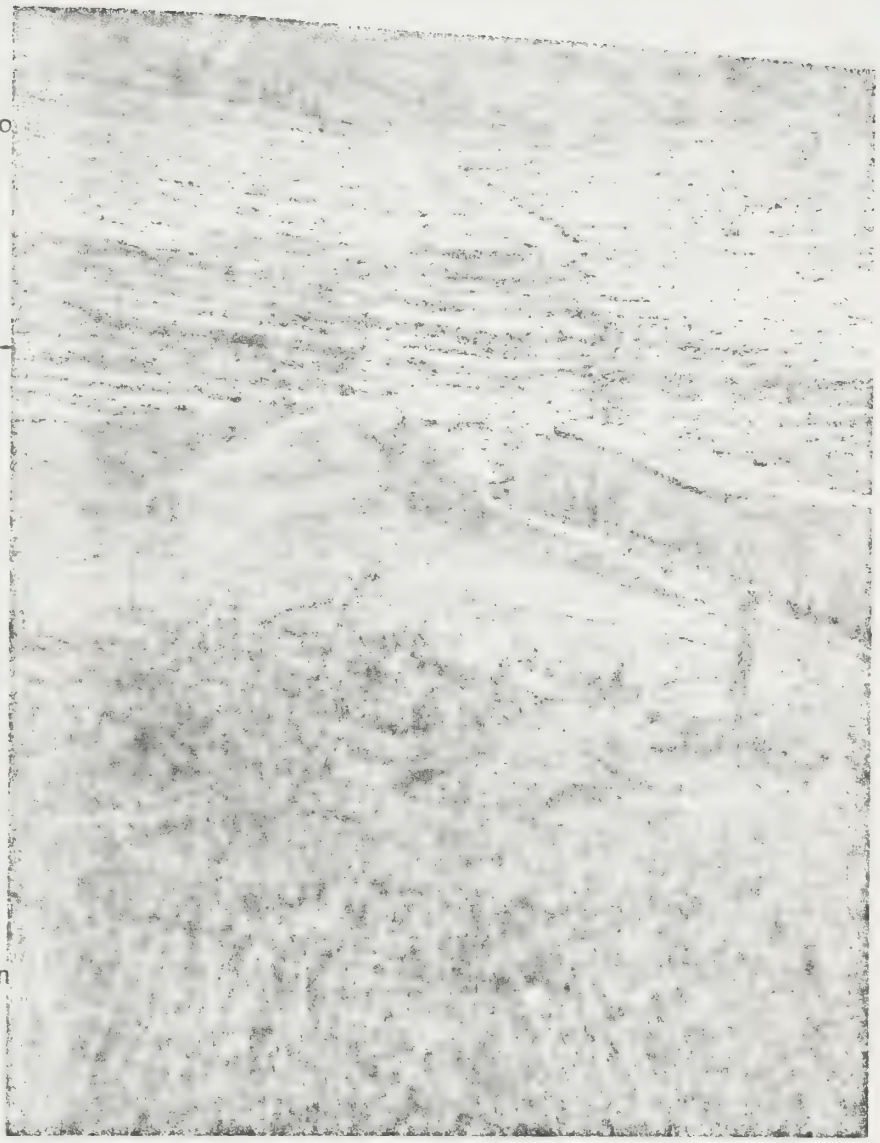
South Cayuga purchases cost in excess of $30,000,000 while a real estate assessment in 1977 declared a value of $16,000,000. The Edwardsburgh purchases cost $7,600,000 in 1974 and were assessed in 1977 as having a value of $3,240,000. In most cases, the farmers that originally owned most of these lands have been reduced to the status of tenants, a socio-economic condition that destroyed their ancestors a mere century and one-half ago.

These are the large examples of purchase and destruction of productive foodland in sourthern Ontario. Smaller examples exists in the hundreds. Near Vaughan, Ontario, in 1981, the Minister of Agriculture, Lorne Henderson, supported the declassification of 1,000 acres of agricultural land to an urban future. In 1980, two hundred and forty five acres near Maple, Ontario were turned into an urban garbage dump which would hold 25 million tons of city refuse. On the Thames River above St. Mary's, Ontario the Upper Thomas Valley Conservation Authority, a government body has purchased 1,300 acres with public money and the remaining farmers are now tenants. There, some 800 acres of farm land are to be flooded to create a spring run-off resevoir to protect urban development on the flood plain at London, Ontario. The list could go on and on in land utilization in Ontario.

Another pressure on Ontario farmlands arises from the strongly held belief in the free flow of money. Consequently, foreign capital has moved in to purchase an open supply of Ontario land. Nearly 50,000 acres were purchased by non-Canadians in 1981. Many foreign interests,

EROSION

It is estimated that
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The problem of soil
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iulture reported in
lthat the 'productivity of 34 per cent of U. S. cropland is now falling
se of excessive loss of topsoil'.

seeing the much diminished world supply of foodland are buying Ontario's farms as an investment and remain absentee landlords. The following provinces in Canada; Quebec, Saskatchewan, Alberta, Prince Edward Island, and Manitoba all have legislation restricting foreign privatization of farmland. But not Ontario's people.

In absentee landlords, decimation of Ontario's foodlands, unregenerated boreal forests, and her urban people's fascination with the United States, combined with a stupendous ignorance of Ontario's geography another hyposthesis presents itself:

> TERRITORIAL IMPERATIVE IS A WEAK TO NON-EXISTENT NOTION AMONG THE CITIZENS OF ONTARIO.

'Few people know what Ontario is, or what it means to be an Ontarian', writes Professor Roger Hall in 'A Picture History of Ontario'. (published in Alberta) People are from Ontario but they are not Ontarians, they are Canadians. It seems that historical conditioning has de-provincialized Ontario. In the late nineteenth century the people of Ontario went west to supress the Metis notion of a native jurisdiction within Canada. In 1899, Ontario people were the vanguard of a Canadian military force of 8,000 off to the Boer War where Imperial Britian was intent on crushing Dutch tyranny over the natives to replace this with corporate power of the Rand. This was was a British international issue and Ontario could easily align itself with that, while Quebecers saw the whole affair as irrelevant to their interests. International issues and Canadian issues but not provincial issues are the prominent concerns of Ontario's people. This is why the poisoning of the Wabigoon and the deplorable state of Ontario's forests are non-issues in this province. Provincial political

issues have always been incidental to Ontario's citizens while larger Canadian issues predominate. It was no accident that William Davis led this obvious attitude to ally Ontario with the Federal Government against eight other Canadian provinces resisting Pierre Trudeau's leadership in the repatriation of the Canadian Constitution from Great Britian.

Part of Ontario's political heritage has been its fascination with the Conservative and Progressive Conservative party. By 1984, the next potential year of a provincial election, the province will have seen 66 years out of 79 with the Conservative party in charge of political, economical, and social direction. The last intervention in the Conservative grasp of Ontario ended in 1943 so this party can claim responsibility for virtually all of the beneficial and all of the directions taken in Ontario for over four decades.

The present attitudes of Ontario's people toward the environment is marked by the Progressive Conservative thwarting of law in a case involving the pollution of the Spanish River at Espanola. There, in 1949, seven landholders sued the Kalamazoo Vegetable Parchment Company which owned a pulp and paper plant on the river. One landholder 'succeeded in obtaining an injunction from the Ontario Supreme Court to restrain the discharge of pollutants that gave the water a foul odour, rendered it undrinkable and unfit to bathe in, and ruined the area for fishing'. The decision was upheld by the Ontario Court of Appeal and the Supreme Court of Canada. Premier Leslie Frost's Progressive Conservative Government amended The Lakes and Rivers Improvement Act in an attempt to force courts to review all the economic consequences before an injunction could be issued over riparian water rights. 'When the Supreme Court of Canada stated that the amendments did not affect this case, because they

were made after the courts ruling, the government passed a special statute dissolving the injunction and granting the mill permission to pollute'. Leslie Frost, in effect, created a condition for pulp and paper companies and other industrial concerns to poison living entities in Ontario. Frost, long and honoured leader by Ontario people, was, after political retirement, awarded membership on the board of directors of the Kalamazoo Vegetable Parchment Company. Frost's political expediency appears to presage the next thirty years of continual degradation of the Ontario people's habitat.

In fostering growth in Ontario over this time span the Progressive Conservative party has been eminently successful. Road building, establishment of American industrial branch plants, urban development, and the continued development of electrical power resulted in immense production of material wealth. This ensured the Progressive Conservative's hold on political power in Ontario. Professor Roger Hall summed up these four decades of growth that created the city state that is the Ontario of the 1980's.

> "A delicate urban-rural balance most characterized old Ontario, between city and country, or between a city and its hinterland. And that seems gone now forever. Perhaps the formal end came when, in the 1960's, the Ontario legislature stopped sitting according to the old spring planting schedule and the sessions stretched on to summer. Regionalism still plays a role in Ontario, but it is just one factor rather than the decisive factor. Leslie Frost understood small town Ontario not because he was from there (which he was) but because he had to and wanted to. John Robarts who followed him as a premier understood it because he had to, William Davis doesn't understand it and doesn't need to. Government has become depersonalized as Ontario itself has become dehumanized. The word is not too strong. A government's survival to-day depends as much on the New York bond market as it does on the needs of the electorate. The soul of a distinctive province is hard to find in glistening, international Toronto. It is equally elusive in Hamilton, Ottawa, London or Thunder Bay's sprawling suburbia."
>
> (P.20 - Pict.Hist.of Ont.)

It is in surburban Ontario that the Progressive Conservative Party--there are occasional exceptions--holds its power base. By the time the 1980 provincial election in Ontario was put to the people, the P.C.'s were so entrenched that their removal was virtually impossible. Thirty-seven years of P.C. power and patronage embodied in Premier William Davis gave him control 'to select who will fill some 3,500 jobs on 260 boards, agencies and commissions in Ontario'. This enormous power to appoint and control is subject only to Cabinet approval. In addition to this, the Premier choses all the deputy ministers who carry 'the real clout in running government ministries'. William Davis and the Progressive Conservative political influence only begins with this control over government beauocracies. Beyond this, are the alliances with the corporate visionaries of business.

When the fall 1980 election preparations were under way in the early spring, the Davis P. C. Government unleashed $8,000,000 of the public's money over a four month period in the form of blatant, advocacy advertising from various government departments. Much of the media advertising seemed to be designed to screen the disgraceful blight on Ontario's habitat. "Life is good, Ontario. Preserve it, Conserve it. Ontario." "Why do I come back to Ontario for my vacation?" asked a young woman with large breasts. "Because Ontario is clean. Ontario and its people are doing as well in the fight against pollution as any place I know of. Stay Beautiful Ontario". Other advertising highlighted the productive capacity of the Niagara Fruit Belt ('Good Things Grow in Ontario') and Ontario Hydro assured voters all their electrical needs

were being cared for. In the fantasy land environment of urban centres in southern Ontario, this advocacy advertising was very effective. Environmental issues were suddenly non-issues in a province that harbours some of the filthiest industries on earth.

In addition to the $8,000,000 of taxpayers money, in advertising the Progressive Conservatives and their supporters pumpted another $8,000,000 plus into a campaign for re-election. This massive expenditure and other factors led Globe and Mail columnist, Hugh Windsor, to predict a Conservative victory. Windsor likened the Ontario people to 'a herd of sheep sleep-walking to the ballot booths content to extend the somnambulance of Conservative reign'. The election result gave William Davis and his Progressive Conservatives power in Ontario until 1984-85. Leaders of both opposition parties in the Ontario election resigned after the Conservative victory.

This long dominance of the Ontario legislature by one political party brings us to another hypothesis:

'IN MANY WAYS ONTARIO HAS BECOME A ONE-PARTY STATE.'

The Progressive Conservative's long hold on the political assembly in Ontario has remained firm because of its faith in the consumer society. Production, progress, material wealth has grown rapidly since World War Two. Between 1950 - 1960 over $5,000,000,000 was invested in manufacturing industries and a workforce of over 600,000 men and women, thirty percent of the labour force, were employed. Between 1951 and 1961, the number of motor cars in Ontario doubled to reach 2,000,000 in number. In 1959, Leslie Frost's version of a St. Lawrence Seaway was

complete and an addition of 1,000,000 kilowatts of electricity was obtained at a cost of 200 farms under water and 6,000 people displaced. The Trans Canada Pipeline arrived and money flowed. The cost of such prodigious growth was ignored. Lake Ontario became so filthy that water for Toronto was brought overland from Lake Simcoe. 'The waters of the Don and Humber would not run clean again' and further south, the Thames River in the fifties was filled with miles of green scum.

The environmental problems of the 60's, although there was some subduing and cleansing, generally grew larger and more complex in the 70's and 80's in Ontario as people counted their account books as an indication of progress. That the rivers of southern Ontario were evolving from organic pollution to chemical pollution was a sign of a people content to live with sewered lakes and rivers about them.

The present state of the sixth largest inland lake in the geopolitical region of Ontario is another reflection of people alienated from their environement. Lake Simcoe, once called 'Beautiful Lake' by the Huron people is now the dying lake. 'Beautiful Lake' is 280 square miles of water that results from the downstream delivery of thirty five rivers and streams that drain 1,200 square miles of decimated hardwood forest. Reporter Steve Nicolls wrote in 'Complex Probe of An Ailing Lake' that; 'Rainwater, soil erosion and sewage carry 103 metric tonnes of phosphorous into Lake Simcoe every year'. The plant growth feeding on the phosphorous intake is prodigious and results in consumption of oxygen in the Beautiful Lake. This wild growth has been devastating on Lake Trout and Whitefish. Lake Trout in Lake Simcoe no longer reproduce and remnants have been flown to a lake in the northern boreal forest so this particular species could avoid extinction.

'Despite all efforts, Lake Simcoe's future looks bleak', reporter Nicholls concludes. Sewage from Barrie, Orillia and Schomberg continues to flow.

It would be deplorable enough if Lake Simcoe was the only water body infected by our primitive technological advances. Poor water quality in Ontario, however, is a much larger concern than Beautiful Lake. Many other lakes and rivers are seriously poisoned.

"What will come with the wind will
go with the water"

"There ascends not from the boiling point
but the vapour it contains"

Gaelic Proverbs

Dr. William Strachan, a scientist at the National Water Research Institute in Burlington, Ontario reported that winds over Ontario are carrying DDT, PCB's and other chemicals and depositing them in lakes throughout the Great Lakes water ways. Strachan suggested that DDT may be riding air currents from as far away as Mexico where its use has not been banned. But, a more dreaded poisoner than DDT and PCB's is floating in the air currents of the westernized world. This destructive emission is sulphur dioxide. And sulphur dioxide along with nitrogen oxides now float in the air at the destructive weight of 30,000,000 tons yearly along the eastern half of the North America continent.

Sulphur dioxide and nitrogen oxides from smoke stacks and motor vehicles come down in the rains in acidic solutions. Rainfall has been considered to be slightly acidic with a P.H. level of 5.6

July 16-81 G & M

A Private Peninsula on Lake Simcoe

...live in an elegant custom home on Lake Simcoe

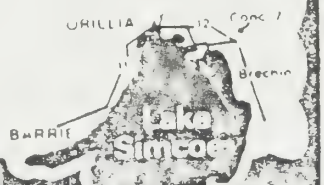
3 Miles of Natural Shoreline.



A very special place has been created for those who want the "Finest". Bayshore Village has the best of Lake Simcoe and Country Club atmosphere. (Golf, Tennis, Pool and Rec. Centre). Beautifully designed maintenance free brick residences ready for immediate occupancy $80,000 to $100,000 and up. Or you can purchase a home site now and have your dream home built when you need it. ½ acre sites from $24,000 to $60,000.

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but it is not uncommon now to have rains that are up to 100-150 times more acidic than normal. When the outpourings from the skies 'falls as vinegar we should all have cause for concern'.

Acid rain is the product of a people in fascination with the high technology. This byproduct of 'civilized' people emitted from a great many sources kills not just fish but total water systems on mother earth. In Ontario, 2,000-4,000 lakes are acidified; the Aurora Brook trout is now extinct from acid rain. Another 48,000 lakes are being continually acidified and their destruction appears inevitable in the fact of a people whose eyes are turned away from the earth.

In Ontario, our problem of acid rain is highlighted by a public relations advertisement by INCO in the July 16th, 1980 issue of the Globe and Mail. In this startling advertisement INCO openly admits that in the period 1960 to 1979 over 20,000,000,000 tons of sulphur dioxide have been carried off in the prevailing winds over Sudbury, Ontario. By 1980, annual emmissions at INCO are reduced considerably but amount to 870,000 tons; the equivalent of 21,750 loaded boxcars each year.

When the Ministry of Environment placed a control order on INCO in 1980, Charles F. Baird, President of INCO, called the order 'unprecedented, discriminatory, extraordinary and extreme'. Baird's company a year earlier declared operating earnings at $340,000,000. Out of these earnings, INCO reported they were spending approximately one-half of one percent ($14,000,000) on research and development and not all of this money is directed toward removal of sulphur dioxide from INCO's 1,250 foot 'superstack'. INCO's Chairman, J. E. Carter and its President, Charles F. Baird, said in the company's annual report of 1979: 'We

know that society expects more of a corporation than earning a profit, but it must be understood that profitability enhances a company's capacity to provide other social benefits'. Profit for INCO, it appears, is the bottom line, even over the health of forests, trees, soils, fish and human beings.

INCO is not the only source of sulphur dioxide in Sudbury, Ontario. Falconbridge Nickel Mines in this city produced 117,160 metric tonnes of sulphur dioxide in 1978. Other major sources of the acid rain mix from the Province of Ontario are from Ontario Hydro, Algoma Steel, Imperial Oil, Shell Canada, Abitibi Price and so on.

Total emissions in the province of Ontario during 1978 were a colossal 1,503,100 tonnes. When a metric tonne is converted to the more understandable Imperial ton of 2,000 pounds, the magnitude of sulphur dioxide expelled by Ontario's 8.4. million people can be clearly seen. These 8.4. million people produce nearly 400 pounds of sulphur dioxide for each man, woman and child in the province each year.

Even the boreal forests at the head of Lake Superior are not free from acid rain. In the City of Thunder Bay, 18 samples taken in August, 1980 showed an average reading with a pH of 4.4, rain that is twelve times more acidic than normal. Only one sample of the eighteen taken in Thunder Bay had a normal pH. Further testings in 1981, just outside of Thunder Bay in Forbes Township gave an average pH reading of 4.51, eleven times more acidic than normal. The sources of sulphur dioxide contributing to acid rain over Thunder Bay vary. INCO at Sudbury

is one source when winds prevail from the north-east. When winds prevail from the north-west, part of INCO's yearly emissions of 359,000 metric tonnes from Thompson, Manitoba contribute a share. Other sources come from the mid-western United States. Then, there are the regional sources in north-western Ontario's back yard.

North-western Ontario
Daily Acid Rain Sources

1980		1990
44	Ontario Hydro, Thunder Bay	35
--	Ontario Hydro, Atikokan	35
23	Campbell Red Lake, Red Lake	35
23	American Can Co., Marathon	23
7	Great Lakes Forest Products, Thunder Bay	7
97 tons	38% increase	135 tons

One of the largest producers of sulphur dioxide in the province is the Crown Corporation that belongs to the people, Ontario Hydro. In 1978, Ontario Hydro contributed 425,000 tonnes of acidic emissions to the skies across the province. In 1980, Hydro released sulphur dioxide weighing 495,000 tonnes. Their estimates for 1981 are sharply increased, however, rising to emissions ranging from 560,000 tonnes to 609,000 tonnes. Estimates for 1982 predict emissions of 660,000 tonnes. Ontario Hydro does not intend to introduce pollution control until 1987. If American scientists are right or only half-right in their predictions 'that if acid rain continues unchecked, 2,500 lakes will die each year in Ontario, Quebec and New England', then Ontario Hydro and Ontario's people will surely have to accept responsibility for this colossal banality.

On the basis of this present data and current observation on sulphur dioxide and nitrogen oxides emissions, another statement can be

made about the people of Ontario.

ON A PER CAPITA BASIS ONTARIO IS A LEADING CONTRIBUTOR TO THE ACID RAIN DESTRUCTION OF LAKES, RIVERS, SOILS AND CREATURES IN NORTH AMERICA.

In the thinking of Ontario Hydro officials, curtailing sulphur dioxide emissions is dependent on bringing more nuclear power on stream to generate electricity. Because sulphur dioxide emissions are virtually non-existent in the nuclear reaction, nuclear generated electricity is seen by many in Hydro as the route to a more pollution free future in not only Ontario but North America. The nuclear electrical option versus the coal generated electrical option are the two alternatives presented to Ontario's people for choice. The trade off is: nuclear development as an end to acid rain. This 'either-or' set-up for a pathway into the future appears ridiculous since the long term dangers of nuclear power appear to overpower the short term benefits.

Since its scientific discovery, nuclear power has been subject to controversy over its dangerous characteristics. Walter C. Patterson, a nuclear physicist who abandoned this career explains the creation of the nuclear symbol. 'One group...favoured the design of a grinning skull with an aura of wavy lines emanating from it. But spokesmen for government and industry groups flatly refused to sanction such a design...the design finally adopted was a circle with three leaves fanning out from it--intelligible only to those to whom it has been explained beforehand'. The creation of this benign symbol was a major victory for corporate controllers and their scientific minions who developed the engineered structures to cover a highly poisonous process.

Early enthusiasm for nuclear development proposed all sorts of benefits for western people. Atomic cars would drive for five million miles before refueling. One scientist proposed a method for seeding clouds with radio-active debris to create rainfall. Nuclear batteries would be installed everywhere. It appeared the nuclear age would liberate mankind from much labour in their earthly environment.

The technology constructed for the nuclear generation is fraught with flaws and imperfections. Every week brings reports of accidents, in hauling nuclear wastes, in spills of heavy water, cooling system break-downs, in high levels of yellow dust, in pollution of water systems. Not only is the technology surrounding the nuclear process fallible, or as nuclear enthusiasists would say, "relatively safe", but men are involved at all stages.

> MEN mine uranium,
> MEN transport the ore to an enrichment plant,
> MEN process the fuel and
> MEN transport the uranium concentrates to the manufacturer.
> MEN make reactor fuel rods,
> MEN transport the rods to the reactor,
> MEN service and control the reactor,
> MEN remove the spent fuel,
> MEN transport it to the reprocessing plants and
> MEN reprocess the fuel.
> MEN put this new fuel to use again,
> MEN cope with radioactive waste,
> MEN get rid of it by burying it or sinking it and
> MEN must stand guard over the waste for many, many years to come.

In the refining of raw uranium ore to obtain uranium--235, we of Ontario obtain a poisonous substance for grandiose energy needs. Electricity in our province is treated as if it is an unlimited resource. The source of thirty percent of Ontario's generation comes from the ore mined in the boreal north at Elliot Lake, Ontario. Here miners work in presence of radon gas that is released when the ore is broken from its

seams. Radon gas breaks down very quickly and produces 'the so-called radon daughters, the isotopes polonium--218, lead--214, bismuth--214, and polonium--214. Some of these daughters, if inhaled into the lungs, can cause cancer'. All uranium miners take a risk in search of a livelihood and their union, the United Steelworkers 'estimate more than 100 miners have died of radiation induced lung cancer'.

The miners at Elliot Lake must extract about 1,000 tonnes of raw ore to obtain 1 tonne of uranium. The remaining 999 tonnes go out of the end of the milling process as tailings which are far from clean. 'The tailings, which have approximately the same weight as the original ore and usually a somewhat greater volume, contain radio-active substances, principally radium-226 and acids that are leached into the water system unless strigent precautions are taken'. The tailings from the milling process are treated in an attempt to remove most of the radium 226 by 'the addition of barium chloride...The resulting "active residue" is deposited in settling ponds that are separate from the tailings ponds. The question of the ultimate disposal of these active residues has not been solved'. Radium 226 breaks down very slowly for it has a half-life of 1,602 years.

The amount of tailings and "active residue" tailing ponds continue to grow on the boreal landscape around Elliot Lake. By 1978, some 85,000,000 tonnes of tailings existed in various holding ponds and this tonnage is expected to double to 170,000,000 tonnes in the early 1980's. The authors* of Volume 6, "Environmental and Health Implications of Electric Energy of Ontario" of the Royal Commission on Electric Power Planning admit radium--active residues--'may constitute a hazard for

*Friedrich C. Haussman
James R. Whitehead

centuries, if conditions are such that radium is leached out by ground-water circulation'. They state further that 'stringent precaution to minimize the risk of pollution to the lake and river system is clearly evident'.

The living river system referred to here is the Serpent, which flows out of the boreal forest down into Lake Superior. The Serpent River, however, especially 'the eastern arm and central arm of the system are no longer suitable for fish or swimming'. The Serpent River by 1980 is already poisoned with radium.

Other sharp hazards exist at every stage of the nuclear process. 'In the mills in which the ore is crushed and the uranium oxides extracted in the form of 'yellow cake' (U_3O_8) which is used in the manufacture of fuel rods. There is speculation that the inhalation by mill workers of dust from uranium and from thorium-230 might eventually cause cancers of the lymphatic system'.

At the Candu Nuclear reactor sites the opinion is stated that 'the history of nuclear power is too short to provide an adequate statistical basis for firm predictions' in regard to a reactor core melt down which would release large amounts of radio-active debris and cause substantial short and long term deaths. What appears as more of an immediate danger is the discharge of tritium from Candu reactors. Tritium has a half life of 12.5 years. Fisheries and Environment Canada have reported:

> 'tritiated water is released to the atmosphere, where it rapidly exchanges with atmospheric moisture and precipitates in the neighbourhood of the source, contaminating the surface waters, soils, and vegetation...An estimate of the build-up

> of tritium in the Great Lakes from Ontario Hydro's future nuclear operations predicts Lake Ontario tritium levels to increase from the current 400 pricocuries per litre to about 2,000 picocuries per litre by the year 2000... this will be a major increase in concentration.'

What tritium does in chemical combination with acid rainfall and the chemical soup of Lake Ontario no one is prepared to say.

Ontario Hydro under MacAulay is fully committed to a nuclear future where Candu reactors will eventually supply 70% of the electrical generation of the province. Although electrical energy usuage growth in Ontario was zero in the last nine months of 1980, and dropped 1.1% in the first quarter of 1981, the need for more nuclear energy in Ontario is seen as an undeniable fact for the province. At Darlington, fifty-five miles east of Toronto, the Progressive Conservative Government and Ontario Hydro are building a $6.64 billion, 3,600 megawatt Candu reactor. Leader of the Ontario's Liberal party has suggested this unneeded reactor will cost $10 billion before it is finished. Inside Ontario Hydro where Darlington is considered a must for the future, Chief Economist David Drinkwater in discussing future energy needs has said: "When we're dealing with a forecast in the future, we're not dealing with precision. We're dealing more in the realm of fantasy and vision". Nevertheless, Ontario Hydro is leading the people of Ontario into a massive nuclear committment.

The cost of Ontario's wild nuclear experiment is massive but the major problem faced is that so much money has been invested in the radiated nuclear pathway that Ontario refuses to take financial losses

now. It seems Ontario's people will pass the eventual losses on to their children in the way of unavoidable contamination of their environment.

The morality of nuclear power and the eventual consequences resulting from the poisonous wastes produced from Ontario's Candu reactors upon people's habitat has never been seriously debated within the province. The Ontario people's faith appears so devout that a meaningful questioning of Ontario Hydro's radiated pathway to the future would be sacreligious. The massive nuclear committment in the province of Ontario brings us to another hypothesis:

> ON A PER CAPITA BASIS THE PEOPLE OF ONTARIO ARE LEADING PROPONENTS OF NUCLEAR POWER IN BOTH NORTH AMERICA AND THROUGH-OUT THE WORLD.

These negative characterizations of the people of Ontario are factors that the Royal Commission on the Northern Environment has to consider if its recommendations are to be politically effective. How can any recommendations be effective where the citizenry and their political representatives have a meagre notion of their own territory? How can recommendations from a Commission on Environment be effective where the citizenry have historically and in contemporary terms a poor record in relationship to their habitat: water pollution, sulphur dioxide productions; nuclear wastes; urbanization of cropland, etc.?

How does the Commission deal with a citizenry who are technologically oriented where the great need for real comprehension of environment is held in the biological and spiritual spheres of knowledge and belief?

How does the Commission deal with the economic impact of various industries on the environment where real costs are not measured under normal accounting procedures?

THE NORTHWESTERN ONTARIO STRATEGIC LAND USE PLAN AND ECOLOGICAL INTERRELATIONSHIPS

VI

"We are beginning to play with ideas of ecology, and although we immediately trivialize these ideas into commerce or politics, there is at least an impulse still in the human breast to unify and thereby sanctify the total natural world, of which we are."

"Those who live for to-day only, knowing that tomorrow they die, may be technologically sophisticated, but they are ecologically barbaric."

"Man has the fundamental right to freedom equality and adequate conditions of life in an environment of a quality which permits a life of dignity and well being, and bears a solemn responsibility to protect and improve the environment for present and future generations."

The Ministry of Natural Resource's Strategic Land Use Plan is a document of lofty objectives that would appear to satisfy every demand on the boreal forest. The SLUP document is a giant step forward as a compilation of economic demands, sensitive areas, wildlife inventories and so on. It obviously represents the dedication of many individuals within the Ministry of Natural Resources.

The "Multiple Use" concept held within the document: "This means that two or more uses are accomodated within the same general area, perhaps concurrently or sequentially over time, and that single use areas are only designated where and when absolutely necessary." is a jaded concept and severely flawed in present practice.

The problem with "Multiple Use" concept is that certain utilizations are definitely not complimentary to each other. Pulp and Paper demands are single use areas for all practical purposes. With an 80-100 year recycle necessary for such lands it is ridiculous to believe that pulp, paper and lumber allocations are complementary to other uses.

It is also apparent that far too much authority is invested in the Forestry Resources group within MNR in the planning and implementation process. 'Multiple Use' is the clause that is: 'to provide for the maintenance of forest productivity and utilization of wood fibre' and this dominance is unjustified except for short term, expedient purposes. A century of short term expediency in regard to forestry is clearly no longer an acceptable option in planning.

Present practices in the boreal forest north of Red Lake reveal that only lip service is being paid to standards expressed in the SLUP document. In spite of the acknowledgment of the importance of









watersheds, pulp and paper cutting is in many cases going to the edge of lakes over 40 hectares in size. (All lakes should have substantial boundaries of trees left as habitat for fauna.)

Illustration One is a lake off the Road to Resources north of Red Lake. The northern portion of this lake (just east of Coli Lake) is cut to the water's edge. Illustration Two is the south shore of Siddace Lake. Here, again, cutting has occurred to the edge of the lake and boundaries have been ignored by sub-contractors for Great Lakes Forests products.

It would appear that forestry allocations are being granted by foresters who never view territory except from the distance of maps. Where blocks allocated to forestry impinge on a lake, cutters are going to the lake shores. On the east side of Coli Lake, an important recreational location north of Red Lake, cutters have deliberately ignored the 120 meter boundary and cut to the lakes edge on one-eighth of a mile on the shoreline. Such violations of buffer zones appear to be common.

The buffer zone protection of watersheds and their tributaries is inadequate. The present linear design of forestry blocks is inadequate. In areas where access roads by pulp and paper and lumber companies are infringing on fly-in tourist operations, regulations as outlined in SLUP are inadequate. The availability of four wheel drive, dirt bikes, and all-terrain vehicles makes it difficult to make roads impassible.

The limitations of such roads and the enhancement of a watershed protection policy that emphasises that all lakes, ponds and tributaries must be substantially buffered would lessen the adverse impact on commercial fur and fly-in tourism.

THOMAS FIDDLER: I don't like the way the forestry is trying to cut our timber north of Red Lake. I have seen film strips on lands where they have cut timber and left the land bare. Although they have planted a few trees I haven't as of yet seen any real forests springing up due to the planting of trees.

The Ontario Government usually sets laws before they approach the Indian people for the use of the land. I really dislike this way of handling problems. The Indians can't even say anything to this because the Government has already made their laws before they discuss anything with the Indian people.

(S.L.U.P.) The Northwestern Ontario Strategic Land Use Plan

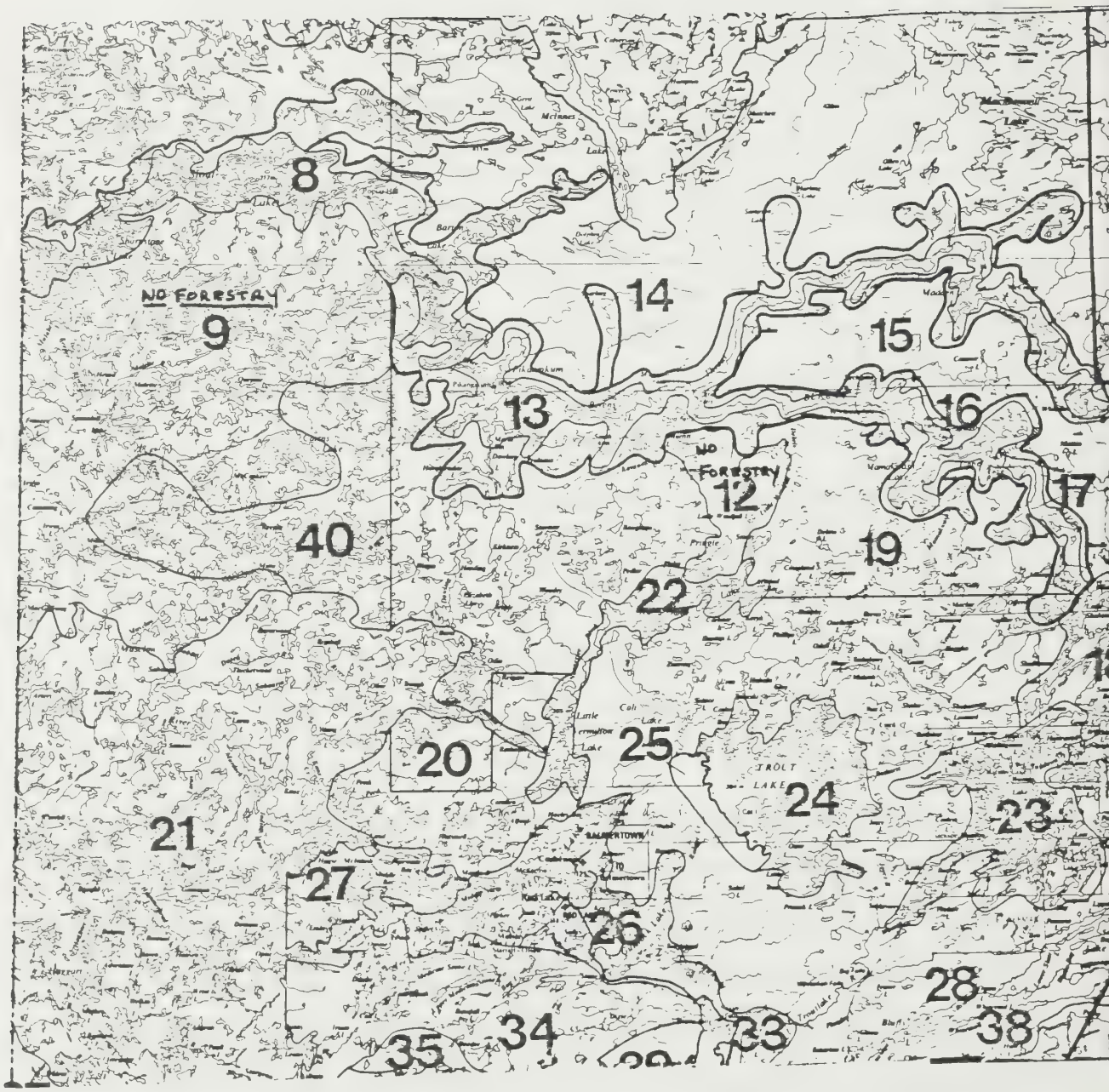
This document, blueprint, plan, is open to wide abuse, expecially from pulp and paper operations in the forest. Especially damaging to the environment and other industries are the allocations of many river channels and their drainage patterns as open areas for forestry cutting.

An Example: West Patricia Land Use Plan

Option d. Zones 8, 13, 16, 17.

For clarity and logic these 4 zones should be called the Berens River, Main channel. This area as described in WPLUP is the main channel of the river on its descent from uplands north and east of Red Lake. Basically, the area is the supposed buffer zone - 1 to 2 kms in width - along the Berens until it reaches its upper limit near Mainprize Lake. A buffer zone on a main river like the magnificent Berens, that is a meagre 6/10th of a mile to 1 1/10th of a mile is ecologically ridiculous.

The core pathway of the Berens should be rigorously protected, yet, virtually everykind of conceivable use is in store for the Berens River. Forestry is permitted within this tiny core area. Mining exploration and extraction will be permitted. Commercial Fishing in the river will be maintained at Moar, Sharptone, Stout, Thunder Lake, Pikangikum, Bevens, Mamakwash and Upper Goose Lakes. Trappers will be encouraged to harvest quota's in this area. Aggregate extraction will be permitted in river basin. (Subject to guidelines) Tourism expansion is to be promoted along the river in the form of canoeing and back-packing. In terms of Land Use Policy, the WLUP document states for Zone 17 of the Berens; 'primary use in this area will be recreation'. Zone 16 will be 'commercial tourism'. Zone 13 Land use states 'traditional users will be recognized! 'Commercial fishing will be maintained.' Public recreation encouraged 'Timber demand will be met'. Zone 8 Land use policy stated is similar to Zone 13. The only facet that appears excluded are cottages. What we see in these zonal allocations for the Berens River Main Channel is not a plan, or policy at all. One might assume that pressure from the Forest Resources Group has resulted in giving forestry an allocation in what is really a buffer zone. That the specifics of all these resource allocations are to be left to MNR's District Manager is highly questionable. (District Managers are not elected officials and who are they accountable to at the local level?) Given the greatest care and long term environmental thinking by the District Manager, the manipulative and magical skills of Houdini would be necessary to implement and balance all these potential uses.


NO FORESTRY
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TROUT
LAKE
PALMERTOWN

The Berens River Main Channel under WPLUP is only one of many areas of concern. Trout Lake - Zone 24 - is a concern.[2] A puny buffer zone with forestry allocations within the zone is clearly detrimental to the four tourist operations on the lake.

Confederation and Uchi Lake, Zone 23[3], is 71,900 hectares. It has 7 tourist lodges, 2 outpost camps, 2 private camps, portions of five traplines and commercial fishing licenses on two lakes. Forestry operations exist in this area where at least 70% of the total area is in lakes.

It appears in reviewing WPLUP that its zonal allocations have been designed to maximize the forestry option for land use planning in zones that will be degraded significantly for other users. If WPLUP was to be implemented as it now stands, it would be evidence that Ontarion's have learned nothing from the excesses that occured in southern Ontario in the 19th century. How a document that has such a lack of caution for future Ontarions was prepared is a question of importance for the R.C.N.E.

The Berens River Channel - A Conservative Option

Considering that, 'At the present time, very little is known concerning growth rates and silvicultural procedures' for the terrain north of 50°, the approach to development on the Berens River is cautious. The buffer zone for the main channel is doubled in size - 2 km - 4 km as a standard. In addition the important tributaries are to be kept in forest cover with a buffer zone of 2 to 2½ km. This approach of a wider buffer zone for a main river has the advantage of maximizing the long term potential

of all other demands on the river system. Tourism, sport fishing, commercial fishing, trapping, back-packing and canoeing are all enhanced under this approach. The long term is considered over short term demands and long term recovery necessary to forestry operations. In addition the small scale hydro potential on the Berens would be maintained for future use because a larger concern has been shown for the whole river system.

The contention is that the long term economics of this conservative approach for the Berens pays more dividends to Ontario's people by excluding a forestry industry that has a single interest that is short term, and untested in long term reforestration in all areas of the boreal forest.

FOOTNOTES

Frontpiece Quote: Bateson, Gregory, "Mind and Nature: A Necessary Unity" C.P. Dulton, New York, 1979.

Frontpiece Quote: Albert J. Fritsch

Frontpiece Quote: Principle One United National Conference on the Human Environment

1. 'West Patricial Land Use Plan', Ministry of Natural Resources, Toronto, 1982 pages 163, 177, 184, 187.

2. Ibid; page 208

3. Ibid; page 205

4. Anderson, F.J. and Bonsor N.C. "The Economic Future of the Forest Products Industry in Northern Ontario" R.C.N.E. Report, Thunder Bay 1981 page 165

RECOMMENDATIONS ON THE LAST BOREAL FOREST

I always go along with the chiefs have meetings in the big cities. They often discuss our land. They are afraid that our land will someday be destroyed.

The water is being polluted and the fish are being poisoned. Everything that grows is being threatened. We fear that there may be nothing left for our future generations to hunt and trap and live off the land.

I believe the white people will take over our land. There are too many white people here now and too many of their works. The ways they travel are fast, just like the wind.

The chiefs believe that the Indian people own the land. They were born on this land and so were their great-grand fathers. The people will continue to be worried about the land.

The white man wants everything. It is hard to say yes to him when what he wants is something that is precious to us.

There is one thing we know. God made everything we see in the world - everything that grows - all living things. Only God can say, "This is my land." He loves every being that lives on his land.

Jeremiah Sainniwap
Elder, Big Trout Lake.

Recommendations

Forests are in danger of depletion on a global scale. Tropical forests are reported to be falling at the incredible rate of 75,000 acres per day. In a twenty day month that adds up to 1.5M acres/monthly. In a nine month year that turns out to be 13.5M acres/yearly. In the order of 21,000 square miles of tropical forests fall each year. The 'United States National Academy of Science estimates that 52% of Asia, 42% of Africa and 34% of Latin America have already been deforested'.[1]

The boreal forests in Ontario have been falling at a ruthless rate. In 1979 540,117 acres were cut; 844 square miles down in one year, of which 308 square miles were reforested.[2] If we assume that 70% of this reforestration actually grows, then 215 square miles now has slowly growing trees on it. This represents a reforestration rate of 25%. Then in the summer of 1980 some 2,155 square miles were burnt by fire in northern Ontario. Clearly, the boreal forest is in a terrible state and the Royal Commission On The Northern Environment must have the courage to address this difficult problem. With over a century of forest abuse and ignorance in Ontario (and elsewhere), the R.C.N.E. must exercise caution - and err on the side of caution - in dealing with demands by pulp, paper and lumber in the so-called Reed Area. At some point deforestration must be halted and the Ontario forests left for succeeding generations must be the equal of what we now have.

Another factor in the establishment of The Royal Commission On The Northern Environment must not be forgotten. Much of the impetus in the establishment of the R.C.N.E. came from the energy, resources and

legitimate concerns of the Native people north of 50° through their representative organization, Grand Council Treaty Number Nine (Nishinawbe Aski).

Although the Tripartite Commission was created in regard to certain Native concerns, the R.C.N.E. would be shirking its moral responsibility, if not in its broad mandate, if it failed to recommend and comment on the present and future socio-economic conditions facing these Ontario people, the original inhabitants of the province.

In judiciously weighing demands on this last forest area for the next generation of Ontario's populace, if the R.C.N.E. balances short term economic expediency (two decades) against long term economic stability (eight decades) the Commission can hopefully produce recommendations that will be a legacy. Potential in various economic demands must be recognized. The present social value and the real needs of the products resulting from these demands must be considered. And caution for the future must be exercised.

Possible Recommendations:

Recommendation One. That the new District of Severn-Albany be established in northern Ontario with the District centre being established in either Fort Hope, Pickle Lake or Armstrong and that the Severn-Albany District have, in effect, specialized county status with representatives based on reserve and communities. The details of county status to be negotiated between the representatives of Nishnawbe Aski and the Provincial Government; thus, recognizing the cultural and economic asperations of Nishnawbe Aski.

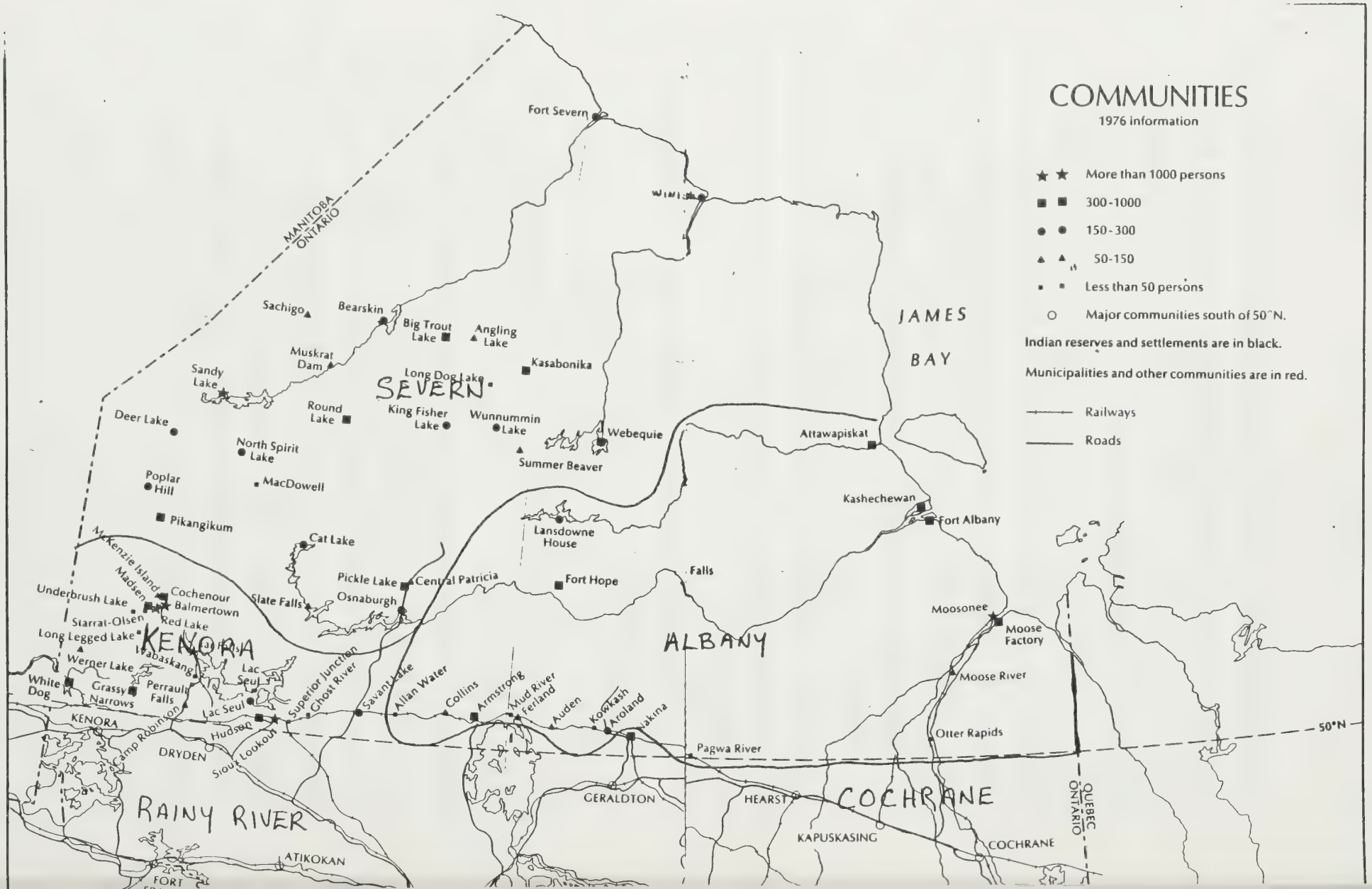
Recommendation Two. That in the District of Severn-Albany, two provincial electoral districts, Albany and Severn, be established; thus, ending the historical banishment of Native representation in the Provincial legislature of Ontario.

Recommendation Three. That the Ministry of Natural Resources be restructured and reorganized in order to meet new developments in the coming decades. Namely, the Forestry Resources Group within MNR, in order to meet the challenges of Agro-forestry in the coming decades, be transferred to the Ministry of Agriculture. Here close liaison is possible with botanists, soil scientists, and plant geneticists in the development of hybrids, haploids and monoculture tree planting. Such a transfer should be carried out with a new emphasis on the Woodlands Improvement Act.

That the Mineral Resources Group with MNR be transferred to the Ministry of Northern Affairs in recognition of its northern locale in operations and its new expansion in gold mines.

That Outdoor Recreation and Land and Waters within MNR be amalgamated at the Chief Executive level and that Land Use Planning become the responsibility with these Groups. Further, that all Land Use applications in northern Ontario await the restructuring of MNR, and the further analysis by Land and Waters and Outdoor Recreation and the recommendations of the Royal Commission On The Northern Environment.

Recommendation Four. That tourist facilities in northern Ontario, ranging from down-hill ski facilities in Thunder Bay, to Minaki Lodge, to the northern fly-in camps be promoted on a summer and winter basis


COMMUNITIES
1976 information
More than 1000 persons
300-1000
150-300
50-150
Less than 50 persons
Major communities south of 50°N.
Indian reserves and settlements are in black.
Municipalities and other communities are in red.
Railways
Roads
MANITOBA
ONTARIO
Fort Severn
Sachigo
Bearskin
Big Trout Lake
Angling Lake
Muskrat Dam
Sandy Lake
Long Dog Lake
Kasabonika
SEVERN
Deer Lake
Round Lake
King Fisher Lake
Wunnummin Lake
Webequie
North Spirit Lake
Summer Beaver
Poplar Hill
MacDowell
Pikangikum
Cat Lake
JAMES
BAY
Attawapiskat
Kashechewan
Fort Albany
Lansdowne House
Pickle Lake
Central Patricia
Fort Hope
Falls
Slate Falls
Osnaburgh
Underbrush Lake
Cochenour
Balmertown
Red Lake
Starrat-Olsen
Long Legged Lake
KENORA
Wabaskang
Werner Lake
White Dog
Grassy Narrows
Perrault Falls
Lac Seul
Superior Junction
Ghost River
Savant Lake
Allan Water
Collins
Armstrong
Mud River
Ferland
Auden
Kowkash
Aroland
Nakina
ALBANY
Moosonee
Moose Factory
Moose River
Otter Rapids
Pagwa River
50°N
KENORA
Camp Robinson
DRYDEN
Hudson
Sioux Lookout
RAINY RIVER
ATIKOKAN
GERALDTON
HEARST
COCHRANE
KAPUSKASING
COCHRANE
QUEBEC
ONTARIO

by the Ministry of Industry Trade and Commerce because of the long term sustainability of these facilities. And to this end a chartered air service (Air Ontario perhaps) be established for destinations in northern Ontario. Further, that Ontario citizens who winter holiday in northern Ontario be allowed a tax deductible week's holiday for utilizing northern facilities in the province.

Recommendation Five. In recognition of the historic importance of the Native people in Canada in the exportation of beaver fur, in which Canada holds over 80% of the world trade, and Ontario half of this, that, this fur no longer is to be exported in a raw state and to be sold domestically to a marketing board. Further that production of garments from this fur be allocated to a cooperative in Sandy Lake, Ontario and to another reserve in western Canada. From these locations garments will be sold to the domestic and international markets.

Recommendation Six. In view of the historical importance of the forest products industry in this Province and the century of abuse and mis-management that has incurred that the Ministry of Education and Colleges and Universities, undertake a complete review of the lack of Environmental Studies in Outdoor Education, Forestry, Agriculture and Biological studies that exists in the educational systems in Ontario. And that provisions be made for continuity of learning from elementary levels through secondary and post-secondary levels in these subject areas. It is time to recognize that in a country that gains $20 Billion yearly in forest products that Environmental Studies is as important a subject area as English and Mathmatics.

Recommendation Seven. That the Commissioner of the R.C.N.E. put in place a working panel of northern Ontario citizens to produce the finalized set of recommendations of the commission. Further, that this panel include representatives from: two representatives from Tourism and fly-in facilities; one from Mining; two representatives from Nishinawbe Aski; one from Forestry; one from Commercial Fur; one from Pulp and Paper and Lumber; one from Parks and one generalist.

Recommendations

FOOTNOTES

1. Forsyth, Dr. Adrian, "Rain Forest Requiem"
Equinox. Nov-Dec. 1982, page 67.

2. Lancashire, David, "Super Trees Savior of the Future?"
Toronto Globe & Mail, Feb. 2, 1981.

APPENDIX ONE

RE-CYCLING PAPER IN ONTARIO

Paper is treated as a waste produce in contemporary society. Newspaper read is a newspaper used, discarded, sometimes burnt. Yet, it is estimated that there is a large potential of used paper available in southern Ontario. In the order of 380,000 tons yearly is available. In 1981, only 50,000 tons was recovered and marketed. Ontario Pulp & Paper in Thorold, Ontario is in the process of using 100,000 tons/yearly for their mill and 50,000 tons of this is imported from the U.S.

Resource Integration Systems estimates that at least 200,000 tons of re-cycled paper could be made available to northern Ontario mills. This supply could be doubled through imports from Michigan. Other potential supplies to northern Ontario, from Duluth, Minneapolis, Winnipeg and Thunder Bay could increase supply to the range of 600,000-800,000 tons yearly.

One of the major advantages in using this resource involves energy savings. Processing raw fibre takes about 75% more energy usage than utilizing re-cycled paper; even after transportation costs are added to getting this paper to the northern Ontario mills, energy savings are at the 40-50% level.

It is possible - a study is underway - that a series of multi-material recycling depots will be constructed in southern Ontario in the

near future. So stability of supply of paper would be ensured. It is suggested that recycled paper at $100 ton or less would represent financial savings for most paper mills.

Whatever can be done to take pressure off the existing forests in Ontario would be beneficial to other long term users. And there is no doubt that paper mills will have to move to this source of fibre in the near future anyway.

SOURCE: Resource Integration Systems
467 Richmond St. East
Toronto, Ontario
M5A 1R1

1-416-366-2578

APPENDIX TWO

NATIVE HUNTING AND FISHING RIGHTS IN CONFLICT WITH FORESTRY DEMANDS

One of the contentious issues in northern Ontario has been M.N.R.'s insistence that Natives north of 50^{o} abide by certain fishing and hunting regulations. It is also relatively clear that the mutual agreements between Natives and newcomers ensured the Natives rights to hunt and fish. There can be little doubt that the Memorandum of Understanding on the Reed Tract is a potential violation of the granting of these early rights.

THOMAS FIDDLER: The very first time that the Queen sent her representative to Indian Lands and also when she first passed a bill to pay Treaty monies to Indian people; the native Indian people were overwhelmed with the settlement. They thought of it highly; and also the Indian respected the white immigrants.

The reason Native people respected the white immigrants was the promises made to them by the Queen who was to be their benefactor. The Native people and the white immigrants had made a satisfactory agreement to each other; This was the promisary documents: that the Queen's representative set up: As long as the sun shines, as long as the rivers of this country flows and as long as the grass grows on this great country of yours never will this government forbid you to hunt and fish for food in this great country.

When the Indian Affairs first came to pay the Indian people with their Treaty money he also brought a great garment of suit for the chief to wear and this garment was highly respected! Also a great pin was given to the chiefs with the Queen's image engraved. When the Indian Affairs first settled the great agreements he covered the chief with the great flag of England (the Union Jack) showing power to the native Indian people. When the Indian chief was covered with the flag the Indian Affairs representative told the chief, I give you greatness; so no one can go over you and no one shall think of you as dirt. And if you run into trouble that you can't handle I give you the mounted police to protect you. If the white immigrants try to harm you the mounted police will be available for you.

In April 17th, 1982 the Constitution was brought to Canada and the Indian people don't like it and also many of the white people who are in this great country of ours. When they brought the Constitution to Ottawa and when they were to sign it, the Queen, and the officials of the government were there and not a single Native Indian person attended the gathering.

I think both Indian and white people should respect the promises made by the Queen in the beginning. When Natives first seen the news on T.V. and heard it over the radio that the Constitution was brought to Canada and the contents was heard the Indian people realized that the government was rejecting the promises made by the Queen when she first asked if the white immigrants could settle in Indian Lands.

HS 064

The spraying of the Chemical 2-4-D by our forestry companies is a blatant example of poor land use. It seems that nothing is being taken into consideration air, land, water or animals.

The spraying process ca/ not really be controlled. The spray contaminates water and air bath of which are not confined to one area. In short 2-4-D is too dangerous to use just for economical convenience.

Simple solutions exist to aid in the banning of 2-4-D however this proposal may end up in file 13 if this were to happen the R.C.N.E. is a fraud.

Proposed solution:

1) Use manpower to remove unwanted underbrush

2) Let mother nature take care of herself

3) Study the natural ways of killing off the Broadleaf plant

Brad Cockroft,
Eugene Lafrancois,
MUN-SO-KAHN Metis Assoc.

Rec'd Nov. 19 82

HS 065

We heard what the whiteman are trying to do ~~that~~ to our land and we don't want that to happened. We want to live ~~that~~ the way our ancestors lived, we still want to hunt, for our food ~~that~~ the way it used to be. We don't want ~~one~~ white man to rule our land. We want to be free to hunt on our land.

William Meekis.

Deer Lake

Typed from Original Submission

HS 065

Rec'd Nov. 19/82

We heard what the whiteman are trying to do to our land and we don't want that to happen. We want to live the way our ancestors lived, we still want to hunt, for our food. the way it used to be. We don't want white man to rule our land. We want to be free to hunt on our land.

William Meekis.

Deer Lake

Rec'd Nov. 19/82 HS 066

november 13 1982

We dont want your land use plan. It just robs the ~~Land~~ Indians of what we had in the past. this is our land. If you got it, lots of white men would come to hunt, fish AND they do this for fun, But This is our way of life, I dont want to lose it.

Larry Quill

Deer lake, Ont.

HS 066
Rec'd Nov. 19/82

Typed from Original Submission

November 13, 1982

We dont want your land use plan. It just robs the Indians of what we had in the past. this is our land. If you got it, lots of white men would come to hunt, fish AND they do this for fun, But This is our way of life, I dont want to lose it.

Larry Quill

Deer lake, Ont.

Rec'd Nov. 19/82

HS 071

I heard what the whiteman are planning and we are not happy about it. My grandfather use to tell me about longago. what happened in those days. we want to live like it. was in those days. We want food as it was we want to hunt our food and fish as in the people of longago times

Bertha meekis
Deer Lake, Ont

I'm 77 years old.

Typed from Original Submission

HS 071

Rec'd Nov. 19/82

I heard what the whiteman are planning and we are not happy about it. My grandfather use to tell me about longago. what happened in those days. we want to live like it. was in those days. We want food as it was we want to hunt our food and fish as in the people of longago times

Bertha meekis

I'm 77 years old.

BRIEF

to

THE HONOURABLE ALAN W. POPE

MINISTER OF NATURAL RESOURCES

PROVINCE OF ONTARIO

concerning

THE PARKS SYSTEM PLANNING PROGRAM

from

PROSPECTORS AND DEVELOPERS ASSOCIATION

TORONTO, ONTARIO

SEPTEMBER 9, 1982

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PPEAMBLE

At a meeting on August 6, 1982, between a mining industry group (represented largely by directors of the Prospectors and Developers Association) and officials of the Ministry of Natural Resources to discuss the conflict between the Ministry's parks plan and mining, the mineral industry's philosophy was summarized in the Minutes of that meeting as follows:

Two conditions are necessary for the well-being of the mining industry: (1) exploration access to target areas, and (2) the right to exploit any deposits found.

"In established parks, neither exploitation nor exploration is allowed, but in candidate parks, controlled exploration and exploitation are possible. However, candidate parks will eventually become established parks. It is unrealistic to expect that in the interim period, the mineral potential of the candidate park can be evaluated - let alone exploited. Geoscientists are unanimously agreed that there is no way of knowing if a given tract of ground will ever produce ore deposits. Thus, areas which become parks may very well contain valuable ore deposits. Since exploration will not be allowed, these deposits will never be discovered.

The province's prosperity is based in large measure on the output of the mineral industry and if the industry cannot maintain its production rate, the economic base will be seriously eroded. Maintaining production means finding new ore reserves and it is a sobering thought that no new major finds have been discovered in Ontario within the past ten years.*

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* Prospectors and Developers Association Note - Actually one major find (Detour Lake) was discovered in 1974.

If areas which could contain ore deposits are removed from exploration, the chances of making discoveries in the future are further reduced. The implications for the province's economy are extremely grave and require serious re-thinking.

In the eyes of the industry, areas reserved as candidate parks, as well as wide halos surrounding them, become forbidden territory if there is no assurance that the companies will be able to exploit their finds in these areas. Government's policy statement that it will give sympathetic consideration to requests concerning exploitation in candidate park areas is insufficient. Pather than risk millions of dollars in exploration with no guarantee that exploitation will be allowed, the companies would prefer to explore elsewhere.

Thus, in candidate parks, the issue of tenure introduces an element of uncertainty which the industry will try to avoid and these areas will be ignored for exploration. In established parks, there is no choice but to stay out of them. Thus, the creation of candidate parks and established parks reduces the area of Ontario which is accessible to exploration by about 10%, if the halo effect is taken into account. This is a serious setback to exploration in the province, and can only serve to depress the low rate of discovery to even lower levels."*

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* Minutes of meeting by M. A. Lee, Secretary, Ontario Geological Survey, on Land Use Planning held on August 6, 1982 at 77 Granville Street, Toronto, Ontario.

Conclusions and Recommendations

1. Ontario can attribute its significant earlier successes in mineral discovery and production to such factors as:

   (a) favourable geology;
   (b) large areas of exposed rock outcrop in favourable geological regions;
   (c) historically, a favourable, stable political climate plus various government services and incentives which have attracted the necessary domestic and foreign capital to explore for and develop mineral deposits;
   (d) aggressive entrepreneurs, prospectors and highly-trained technical people; and,
   (e) security of land tenure.

   In more recent years however, the rate of important new discoveries in Ontario has fallen drastically. Why? Two reasons:

   (a) much of the exposed rock in the province has been carefully prospected. It is far more difficult to seek out the buried orebodies but they are undoubtedly present; and,
   (b) the man-made, or government, constraints have become far more difficult to overcome than those of nature.

2. The proposals to establish so many new and large parks, of all classes, dispersed across the province would ultimately remove huge areas from multiple land use if

implemented. Such action would have a profound and devastating impact on the socio-economic fabric of the province and its effects would be far reaching.

3. The Prospectors and Developers Association is definitely not opposed to parks but supports the concept of multiple land use and it believes that prospecting and mining in parks, under sound land management and existing environmental regulations, need not create destruction and pollution. We feel that there should be no exclusions to large areas of the province that could be designated to parks.

4. We question the wisdom, particularly during the current depressed state of the national economy, provincial budget restrictions, etc., in establishing a grandiose and expensive parks network and, also from an economic perspective, the wisdom of removing from potential mineral resource exploration and development such large areas of the province. Which industry is going to subsidize these ambitious plans? In the context of mineral exploration it would seem more appropriate to leave open the option of exploration in candidate park areas on an indefinite basis and subject the consequent development of any mineral resources so identified to some form of impartial review, perhaps under the Environment Assessment Act or by some form of Steering Committee as proposed below.

It is therefore recommended that the Ministry postpone its parks program for at least one year and/or reduce the number and sizes of some of the proposed candidate parks regardless of whether or not mining is permitted

in those areas.

5. Should the existing Parks Act be enforced, thus prohibiting "prospecting and staking out of mining claims or the development of mineral interests or the working of mines in Provincial parks", then great care and study will be necessary to ensure that geologically favourable areas for mineral discovery are not included in park lands. That would be a formidable task. The onus should not be placed on the mining industry to prove, by way of requisite exploration programs, that such areas are incorrectly rated by the Ministry. Such a challenging statement by the Minister* only serves to worsen our fear that his advisors have little understanding of what would be involved. We regard the mineral potential evaluation scheme, which is used by the park planners in the selection of park sites, to be unreliable.

   It would be presumptuous on our part to describe in detail just what level of geological knowledge is necessary to allow the land use planners to select park sites in low mineral potential areas. Our data-base knowledge of the geology and mineral deposit environments in the Province of Ontario is still growing and will continue to grow for many years to come.

6. We recommend that all parks be declared open to prospecting under controlled conditions.

7. The security of land tenure and mineral rights in a

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* Hon. A. W. Pope's letter of 27 July, 1982 to the Prospectors and Developers Association.

proposed candidate park is a 'cloudy' issue. It is highly unlikely that mineral exploration companies will risk spending money to examine such areas under the present vague assurance given by the Minister.

Where mineral deposits, or even occurrences, are found and staked, mining rights should be guaranteed in the event that a proposed park area becomes a park.

8. The cost and economic benefits of the proposed parks and land use plans should be made available to the public forthwith.

9. Providing there is public demand, the Ministry should establish smaller-sized parks closer to centres of population in order that they can be enjoyed by the greatest number of people. Park needs should be determined by logic and long-term requirements.

10. In a related area of land use planning we are concerned with the apparent conflicts between the Ministry of Natural Resources' mandate to administer Crown land under the Public Lands Act, the Mining Act and Bill 159, a bill to amend the Planning Act, which may place some of this administration under municipal jurisdiction. We request some clarification of this point.

11. Clearly the Ministry is assigning the first or highest priority to recreation while the work required by the producers of mineral wealth is of secondary importance. Generation of wealth is necessary in order to make recreation possible.

12. The Prospectors and Developers Association feels that there is a need and opportunity for more enlightened management of Ontario's natural resources. It is suggested that the whole complex administration of natural resources should be under the direction of a Steering Committee reporting to the Minister or Ministers responsible for them.

The Steering Committee could be composed of a representative from:

1. the mineral exploration sector of the mining industry
2. the forestry industry
3. parks management
4. special interest groups
5. tourism

and additional representatives from other sectors as required.

There would be an equal number of representatives and each member would carry equal voting rights. There would be a chairman who, in case of split decisions, would cast the tie-breaking vote. The chairman would pass the decisions of the committee to the Deputy Ministers or Minister concerned. Otherwise, decisions will continue to be made and policy established more on political expediency rather than on fact or need.

Possibly the chairman should be a person other than one of the representatives of the listed interests. He could be nominated by the Deputy Minister of Natural Resources and accepted by the committee.

BRIEF TO
THE HONOURABLE ALAN W. POPE
MINISTER OF NATURAL RESOURCES
PROVINCE OF ONTARIO
CONCERNING
THE PARKS SYSTEM PLANNING PROGRAM

Introduction

- One hundred and thirty-one parks occupying over 10.6 million acres currently exist in the Province of Ontario. Said parks generate, directly and indirectly, in excess of $213 million in revenue and 8,100 man-years of employment annually, according to Ministry of Natural Resources' figures. In 1981 the mining industry, however, produced $4.3 billion worth of metals and minerals and provided approximately 95,000 jobs.

- Results of a twelve year study by the Ministry of Natural Resources (MNR) have encouraged it to adopt a program for the possible establishment of 245 or more new parks which, if implemented, would remove another 12.7 million acres of land from multi-use purposes.

- A total of 23.3 million acres, representing 8.9% of Ontario's total surface area (land and water), would eventually be eliminated for mining purposes.

- 21.0 million acres of the 23.3 million total identified are located in northern Ontario where currently 8.6 million acres are used as parks.

- Most metal mines have been, and most likely will continue to be, found in northern Ontario. That is of direct concern

to the mining industry since areas for exploration would be significantly reduced by the addition of 180 parks in the northern part of the province.

- Plans for southern Ontario call for only a 0.15 million acre increase in park allocation, even though the bulk of the province's population resides in that area.

Position of the Prospectors and Developers Association

- We support the concept of responsible multiple use of land to permit controlled forest harvesting, the seeking and winning of mineral wealth, and recreational use of areas suited to camping, fishing, hunting, winter sports, and nature study. We believe that rather than lessening the recreational value of such areas, responsible mining and exploration activities can well enhance such use.

- The Association advocates a balanced approach to park land allocation and has adopted the position that more and careful thinking should be undertaken prior to implementation.

- Such an approach should be adopted to enable the mining industry, along with other resource-based industries, to coexist happily with naturalist and other socially motivated groups.

- Modern techniques in exploration and mining allow mineral

resources to be developed in a manner that will not violate environmental concerns.

- The Prospectors and Developers Association (PDA) feels that by adopting the foregoing approaches, a coherent and useful strategy for the provision of park land resources can satisfy the needs of the majority and, in so doing, provide economic growth and wealth so badly needed to fund existing socially oriented programs and the province's growth.

Stated Government Policy

In view of the extensive government studies on land use planning using financial resources provided by the taxpayers, it is impossible to offset the volume of materials produced with an equal volume that would present alternatives. It is a Herculean task just to assimilate the huge body of published work as much of it represents a duplication and overlapping of effort. It seems to adopt a micro approach in an endeavour to arrive at a macro policy. The mining industry has neither the time nor the resources, particularly at this time of severe economic strain, to fully study the material and become knowledgeable of its full significance while the average man on the street has no hope of gaining an understanding of the consequences. Additionally, MNR personnel recognize that much ongoing work is left to be done which further confuses the issue.

The park policy adopted by Cabinet "provided a framework for park system planning and parks input to strategic and district planning in the province" and was

said to be consistent with the Ministry's goal statement which was as follows:

> "to provide opportunities for outdoor recreation and resource development for the continuous social and economic benefit of the people of Ontario, and to administer, protect, and conserve public lands and waters".*

- Policy adopted later in 1978 dropped the terms "resource development for the continuous social and economic benefit of the people of Ontario".

- It has been stated that "The primary goal of the Ministry of Natural Resources Land Use Planning Program is to ensure for the people of this province the greatest possible continuing benefits from our natural resources".

- The objectives for the park system now rest as:

  Protection
  Recreation
  Heritage
  Tourism

- The economic importance of resource development which, with better and alternate land use policies, would serve the goal of providing "the greatest possible continuing benefits from our natural resources" is neglected.

- The proposed parks plan appears to conflict with:

  1) mining especially;
  2) traditional native land use;

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* "Report of the Task Force on Parks System Planning", Volume 1, September 1981, MNR.

3) tourist camps and operations already established for many years and enjoyed by tourists;
4) free access to well travelled canoe routes; and,
5) forest harvesting.

Interim Land Use - Proposed Candidate Parks

- Areas have been identified as candidate park areas, but have not been finally designated as provincial parks.

- In the meantime, government policy has been proposed to strictly control interim uses and lay out procedures for termination of existing or interim uses in keeping with goals and philosophies already enumerated.

- Candidate park areas are not to be closed to mineral exploration prior to being established as parks by legislation; rather mineral exploration on a "controlled basis" is to be allowed.

- A mineral discovery arising out of an expensive exploration program may not necessarily become an operating mine as the area could be designated as a park at some future time. The whole question of compensation for the value of the exploration investment is a grey area and provides little incentive for exploration in these areas, especially when one considers the opportunity costs involved.

- The initial Strategic Land Use Planning (SLUP) studies are not sufficiently specific to define potential opportunities for mineral exploration. However, the Ministry's park planners apparently assume that the designated areas are ones where the mineral potential is considered low.

- The overriding consideration on the part of the Ministry is to achieve what it calls "park values", or objectives: "Identified park values in candidate parks will be protected. Uses and facilities which complement the achievement of park objectives will be encouraged; uses which have no significant negative impact on the long term achievement of park objectives will be permitted with judicious controls; and, uses which would conflict with long term achievement of park objectives will be prohibited".*

- Only resource uses conforming to interim guidelines will be permitted. However, all the guidelines for resource development are still under study and have not yet been published in full. Those guidelines that have been published include:

    1) specific time limits on interim use;
    2) control of interim use licences by the Ministry;
    3) inspection of the operations by Ministry officials;
    4) work can be stopped on order;
    5) any construction must receive prior approval by the Ministry;
    6) performance bonds must be posted for one year beyond termination of the project;
    7) land must be returned to its original state or to a form acceptable to the Ministry; and,
    8) the Minister may, at his discretion, change the designation of the lands in question from park land to land for economic use - e.g., a mining development.

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* "Background Information on Land Use Planning and Parks System Planning in Ontario", MNR, March, 1982.

Mineral Management

- Four categories of mineral potential have been identified by Ministry officials:
  - high
  - medium
  - least
  - unknown.

- Ministry Policy:
  - encourage exploration in areas of high and medium mineral potential by discouraging land uses which are not compatible with mineral exploration and extraction
  - permit exploration in candidate park lands under controlled conditions
  - encourage exploration through incentive programs, particularly in areas of high unemployment
  - provide support for exploration by making data and expertise available
  - promote research and development by government, industry and educational institutions.

- The economic importance of the mining industry to Ontario must be recognized:
  - employment for approximately 95,000 people is provided including minerals-metals based semi-fabricating industries

- mining companies purchase goods and services locally and make a direct contribution to the local economy both through philanthropic deeds and the direct payment of taxes. For example, in 1981 Kidd Creek Mines Limited purchased goods and services valued at $156 million from 188 Ontario communities with $34 million being spent in the Timmins area. It buys from 260 suppliers in the Toronto area alone.

- Changes in the rate of mineral production tend to follow changes in the rate of exploration by 4 to 10 years. Mineral resource exploration and evaluation is an ongoing, unfinished exercise. The prime objective at this time must be to encourage a constant and high rate of mineral exploration through the implementation of exploration and assistance programs.

- Hand-in-hand with the issue of exploration incentive is the consideration of availability of land on which to conduct the activities. If the areas to be explored are narrowed by elimination for use as park land, one must ask whether this policy and exploration are not mutually exclusive.

- Ontario has great mineral potential both in the existing mining areas and in non-producing regions but this potential cannot be realized if sources of supply are designated as park land.

Economic Contribution by the Mining Industry

- In 1981 the Ontario mining industry produced $4.3 billion's worth of metals and minerals. Mining is the second largest producer of wealth in the province and contributed 28.3% of the value of total Canadian mineral output.

- On a national basis mining makes a significant contribution to the Canadian economy, both as an employer and purchaser of goods and services and as a source of foreign exchange through export, thereby helping to reduce deficits in our balance of payments. Ontario makes a major contribution in those areas.

- Ontario accounts for a large portion of the 4.1% of all capital and repair spending in Canada attributable to the mining industry.

- All segments of the provincial and federal economies are improved through job creation and the stimulus mining provides for employment in industries supplying goods and services.

- The industry plays a significant role in northern Ontario development and is the principal employer in at least twenty communities.

- The average annual wage in Ontario mining was $21,000 in 1980, making it one of the highest paid industries in the country.

- Although Ontario ranks highly in Canada's overall mineral exports to more than 100 countries, constant product improvement and aggressive selling are essential to stave off significant, ever increasing, foreign competition. It cannot be assumed that major customers, the United States, Japan and the European Economic Community, will always look to Canadian provinces for their mineral requirements. A favourable position in a product or market must not be taken for granted and therefore nothing must be done to impair Ontario's ability to compete as there are few markets more competitive than world mineral markets.

- The Ontario mining industry must remain strong, vibrant, healthy and attractive to venture and development capital ensuring and strengthening its position as a vital contributor to Canada's export trade.

- Large volumes of Ontario mineral products must be moved to processing plants and to markets each year. The movement of crude and fabricated minerals, much of them from Ontario mines, accounted for 34.4% or 18.8 million tons of the freight passing through the Ontario-Montreal section of the St. Lawrence Seaway during 1980. Mineral products accounted for 42.5% or 27.9 million tons of the freight which passed through the Welland Canal that year.

- According to 1979 figures (the latest available), 156.8

million tons of minerals and mineral products were moved that year by Canadian railways when they accounted for over half of all Canadian freight revenue. Approximately half the cargoes loaded at Canadian seaports for export are made up of crude and fabricated mineral products headed for international markets.

- Ontario has played an important role in helping to make Canada first among the mineral producing countries of the world on a per capita basis in an industry that is truly Canadian with over 60% domestic ownership.

Economic Concerns About Ontario's Position

- Ontario's share of Canadian production of asbestos, copper, gold, lead, silver, uranium and zinc has been declining in recent years. Ontario has been unable to open new mines at a sufficient rate to offset the depletion of old mines and has been less successful, in recent years, than several other provinces.

- Failure on the part of the Ontario government to recognize the generally declining mineral production (by weight) in the province could be due to the practice by government to measure production levels by dollar value on an annual basis which usually yields a falsely optimistic picture owing to inflation.

- The MNR readily admits that the mining industry, including semi-fabrication of minerals, provides work for 2% of employed people, supplies 8% of the Gross Provincial Product and provides 25% of exports. Consequently, the contribution

by the mineral industry to Ontario and its people must be given opportunities for expansion rather than face curtailment by prohibitive policies and acts.

- Naturally, there are concerns in the mining industry based on experience about costly delays due to conflicts, over-regulation and constraints imposed by government or by small group extremists who might be dedicated to the preservation of nature regardless of costs and other benefits.

- It is felt that mineral exploration and mining developments should not be unduly hampered by relatively small but vociferous special self-interest groups, or by the demands of such groups who have little use for mines and mining people because of a lack of understanding, and not knowing that even they cannot exist without minerals.

- Regarding the Strategic Land Use Plan Phase II Comment Sheets, the reactions expressed by the Ontario Mining Association appear to be very much to the point: in preparing the Comment Sheets, it has been assumed incorrectly that the public is in a position to select an option when in fact the public is not cognizant of the options or what the matter entails. As an example, in the Southern Ontario studies only 2 out of 125 MLA's who received information responded with comments as requested by the MNR.

It is felt that projecting recreational needs and establishing their boundaries and classes far into the future on a priority basis is counter-productive.

Importantly, one of the main policy guidelines should be that the development of potential resource lands should be a right and the recreational lands a reward resulting

from the exercise of those rights - a fact that appears to have been completely overlooked in MNR studies and reports. Resource industries should not be placed in a subservient position to recreation when it comes to strategic land use planning regardless of whether a competing planning policy exists.

It is felt that the request for specific comments would not be taken very seriously; they would only have a cosmetic impact on the policy and planning options. There is a general feeling that input will have only modest influence, if any, in the final analysis. It would appear beyond reasonable doubt that the so-called parks specialists and planners have already decided uses and non-uses based on their own sophisticated and unassailable approach within their Parks Planning Policy. The questionnaire appears slanted in favour of parks and is worded in such a manner that comment on other alternatives does not seem to be of interest to Ministry officials.

The Cabinet Committee on Resources Development was approached on June 17, 1982 by members of the Ontario Mining Association to consider four issues regarded to be of prime importance to the continuing health of the mining industry. One of the issues dealt with at that time was the conflict between producers and consumers of wealth.

- The mining industry of Ontario is reacting to the Parks System Planning proposals with great alarm since it appears obvious that it is highly possible that mineral exploration will be eliminated in large areas of Ontario or if an ore-body should be discovered in an established or candidate

park area, its development might not be allowed to proceed.

- It is regrettable that the production of several essential minerals in Ontario is declining for a variety of reasons and these shortcomings have to be reversed immediately. Although only eight metals contribute some 78% of the total value of minerals produced, production of six of them in this province has dropped alarmingly during the last decade. Production of nickel is down 35%, copper by 17%, zinc by 26%, iron ore by 48%, gold by 53% while silver output declined 44%.

Economic Risk Assumed by the Mining Industry

- Exploration is extremely costly and there is no guarantee of a discovery. But because of the depleting nature of the assets of a mining company, it is important that new mines be found if a company wishes to stay in business. To be able to plan ahead in exploration and mine development, the industry cannot be subjected to continuing changes in legislation. Based on the fortunate few who have made discoveries, on the average, it takes about 8 years to bring a mine into production - that is, between the commencement of exploration and first production, and usually considerable additional time until the mine is in a position to pay dividends. Much careful investigation goes into the preparation of a mine feasibility study but the one big unknown is always this problem of possible regulatory changes and other unforeseen developments that are usually brought about by changes in government policy. Governments come and go but we cannot move our mines, so the mining regulations must not only be fair and reasonable but comparable to the laws and regulations in other geologically attractive countries.

- Metal prices, which are strongly influenced by the world market, are cyclical and there is no guarantee that they will hold to ensure success of a project.

- Experience has proven that, with luck, only one mine may result from every 1,000 mineral indications (prospects) examined and the ratio is probably one in 20,000 if geophysical and geochemical anomalies are included. When all preliminary expenses are totalled, the average cost of just finding a mineral prospect that will ultimately become a mine amounts to an estimated $50 million. Before the mine can be established and revenue generated, huge additional sums must be spent in detailed exploration, mine development, feasibility and environmental studies, market development, and production facilities that often run into the hundreds of millions of dollars over many years.

- Geologically, Ontario contains major areas of potential mineral wealth including a large part of the favourably regarded Canadian Shield. Much of the more enticing area is overburden-covered, prohibiting visual inspection and, consequently, sophisticated approaches to mineral detection, such as the use of geophysics and geochemistry, are common. While geology is still a vitally important aspect in the search for minerals, the use of geophysics and geochemistry must be heavily relied upon in the early stages of exploration in overburden-covered areas. Government studies suggest that there should be an adequate supply of base metal mineral reserves (copper, lead, zinc, etc.) to last well into the future but the difficulty is in finding them. Also, changing economics, rising costs, fluctuating commodity prices, new taxation policies and improved

technology all have a significant impact on the viability of Canadian mineral reserves.

- In view of the risks involved, it is important that governments continue to encourage mineral exploration through various incentives in order to ensure this country's mineral future. The current policy with respect to park land allocation can only work as another disincentive and will force prospectors and companies to again seek opportunities elsewhere. The industry is currently suffering from the depressed world economy, probably more so than other industries in Canada, but the federal government sees the natural resource industry as a means of bringing the Canadian economy out of its present slump.

Nature of Exploration and
The Mineral Potential Rating

- The mining exploration industry's immediate concerns are perhaps more philosophical rather than direct criticisms of the information presented by MNP. The latter's studies are beneficial in that they assess all natural resource values to man as well as social, political, historical and other aspects that are not directly commercially related to the well being of a district. However, one that cannot be measured with any accuracy is the undiscovered mineral resources. Minerals are the most difficult resource to assess. Geologists can make a reasonable geological assessment as to the value or attractiveness of the mineral potential of an area but, at best, that can only be an educated guess as those in the minerals industry are very well aware, based on many years of experience. Therefore, it is most unwise to dismiss the mineral potential of an

area simply because a mineral deposit cannot be seen or the favourable host rocks of the area are overburden-covered. Improvements in geophysical and geochemical mineral exploration techniques are constantly being made allowing for deeper penetration and more chances of detecting the presence of an economic mineral deposit.

- Glacial deposits covering much of the bedrock of Northern Ontario effectively hide mineral deposits that may be present. Consequently, indirect, sophisticated methods of searching for mineral deposits must be adopted, namely geophysics and overburden geochemistry/mapping. The latter involves attempting to trace a mineral deposit back to its source through boulder, gravel or soil sampling and mapping. Therefore, evidence found outside a park could direct a prospector to the discovery of a mineral deposit in a park. Conversely, such surface evidence found within a park could lead a prospector to a mineral deposit target situated outside its boundaries that would not be discovered for some time, if ever, by having parks closed to prospecting. Thus there is a need to keep parks open to prospecting. Prospecting in proposed candidate park areas, as well as in existing parks, is recommended.

- Geological/geochemical/geophysical surveys of candidate parks may give us a better appreciation of potential <u>at this time</u>. However, future technical advances and future, improved understanding of mineral environments may indicate a significant economic potential in a candidate park area <u>in the future</u>. Unfortunately, under present policy, when such scientific/technical advances are made, the candidate park may already be a provincial park.

Tourism

- Tourism is regarded by the government as an important force in the economy of Ontario. Tourism expenditures in 1976 in Ontario are claimed to amount to $4.313 billion with $219 million spent in the Northwestern Planning Area. During 1980 tourist expenditures in Ontario apparently rose to $7.5 billion.

- A tourist is defined as "Any Ontario resident travelling in excess of forty kilometers from his home for any purpose other than to commute to work or to attend school and any non-resident who enters Ontario for any purpose other than to commute to work or attend school"*! This broad definition by the Ontario government is a far different interpretation of a tourist than that which is generally accepted. Therefore, the foregoing figures are somewhat misleading when applied to the importance of tourism.

- While it must be recognized that non-residents generate a substantial contribution to the local economy in terms of tourist dollars, some Ontarians have expressed the opinion that a disproportionate amount of the province's natural resources are used and consumed by them.

Parks

- Having 131 provincial parks, 4 national parks and hundreds of conservation areas, Ontario is already one of the provinces best supplied with park lands and facilities in

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* Northwestern Ontario Strategic Land Use Plan", May, 1982, MNR.

Canada. The proposed 245 new candidate parks for Ontario, should they become a reality, would establish Canada as having more land dedicated to parks per capita than any other country in the world. Can and should we afford them?

It is questionable whether such an extensive network of parks should be established at all, even over a 20-year period.

- Ministry figures for 1974 show that approximately 160,000,000 occasions of recreational pursuit - boating, picnicking, cross-country skiing, snowmobiling, swimming and hiking - occurred. About 10% of that recreation took place in provincial parks and 6% on Crown lands. It therefore follows that 84% of recreational activity was pursued on private property, thereby indicating that use of the park system is not as extensive as intended or as people generally think. The question must therefore be asked as a natural conclusion, why has such an extensive park system been proposed by Ministry officials?

  It is interesting to note that, according to Ontario Provincial Parks Statistics 1981, a significant drop from about 9.57 million visitors to parks in 1978 to approximately 5.16 million visitors in 1979 was recorded - the year that the total visitors were calculated on permit sales only, rather than on vehicle count as in previous years. Comparing statistics supplied by MNR, it would seem that figures for earlier years were somewhat exaggerated or else the public makes much less use of parks today.

- The mining industry and other land uses are felt to be compatible. Southern Ontario, as an example, comprises

17% of the total provincial land area but provides 80% of the province's total recreational activity yet it produces 90% of Ontario's aggregate extractions and contributes 20% of its total timber harvest.

The MNR strategy for Ontario places major emphasis on integrated resource management. Yet land-use-related problems faced by the mining industry include removal of lands from staking and/or mineral exploration before their potential has been adequately assessed, and the difficulty of obtaining exploration and mineral rights on private land.

- The Ministry plans to establish 90% of the new proposed park areas in northern Ontario where mining and forestry resource potential is relatively high, thus making it more difficult for these industries to operate.

- Many of the proposed parks could only be reached by aircraft or other such prohibitively expensive method beyond the financial means of most people.

Present Controversy

Because the majority of our members have chosen the outdoors as their principal place of work rather than in the mines, offices or factories, we consider ourselves to be true naturalists; we feel that we are as mindful of preserving nature as anyone. As explorationists, we probably have more years of field experience in Canada than any other discipline and we are as anxious as anyone to maintain a clean and healthy workplace. But we are pragmatists also, and we would like to be able to convince the purists and idealists in this matter of nature conservation, that mineral exploration and development in parks and wilderness preserves need not create significant damage to nature.

We feel that no special interest groups should have

exclusive access to the nation's natural resources or parks. From a purely commercial aspect, we do not believe that recreation, for example, is more important than the development of our resource products. An exploration team could go through a park and most people would not be aware that it had been there. But there are poorly-informed nature conservationists, ecologists and others who seek legislation to keep us out.

- The ultimate number of parks that are established will probably depend upon the amount of public support for them. The Ministry has acknowledged that "not all of the commentary we receive will support an expanded role for parks ... but the added weight of public support will ensure that parks considerations receive their full due".* One such group supporting the expanded parks scheme is the naturalists.

- Land use plans are now being established by the Ministry for all Crown land remaining in Ontario. With this in mind, the naturalists have suggested "This means that if we don't get an area protected now by designating it a park, it will be allocated to other uses - such as logging, or mining, or industrial development, or human settlement".* What they fail to recognize or even acknowledge is that industry and naturalist/recreational pursuits can happily coexist for the benefit of all.

- Some lobby groups are ignoring the long range economic impact of their stance. If, as a group, they are able to influence policy to the point where the natural resource-based industries are crippled, the economic chaos currently prevailing would become more widespread. It is hoped that such a high degree of motivation, exhibited by a few, will not be interpreted by policy makers as the wishes of the majority. PRIORITIES MUST BE CORRECTED AND A STRONG REVENUE-GENERATING BASE RECREATED.

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*"Seasons", Summer 1982 issue.

Inasmuch as mining, agriculture and forestry are, and will continue to be, the dominant sources of much needed revenue for the government, thus making possible all the social programs enjoyed in the past, it is essential that nothing be done to impede their progress for the benefit of all. Otherwise, industry and capital will flee Ontario to more rewarding provinces or countries, as has already occurred in several instances, further weakening the government's ability to finance social programs including the many proposals suggested by those opposed to industrial activity.

Even with all the criticism that has been aimed at natural resource development, one cannot deny the basic fact that man's livelihood is derived from the Earth. Nor can one ignore the desire to maintain our standard of living through optimum resource development. Modern techniques allow those mineral resources to be developed in a manner that will not violate environmental concerns.

It is recognized that the parks issue has entered the political arena and the group which has the strongest lobby and the greatest perceived support will most likely prevail.

The Prospectors and Developers Association's Philosophy and Concerns

- The need for a parks system is recognized and supported by all but it is difficult to comprehend:
  - (a) the large number of candidate parks;
  - (b) the very large size of many; and,
  - (c) the locations selected for several candidate parks in areas considered to be of high mineral potential.

Although the ministry emphasizes that only an additional 5% of the land base is being withdrawn, it should be pointed out that only 15% of the total land base is composed of greenstone belts, areas that can be considered to have high mineral potential. Where candidate parks fall within such geologically attractive areas, the proportion of the highly favourable terrain being alienated could be far in excess of 5%. Thus the 23.34 million acres being considered for park lands are a matter of great concern to the mineral exploration sector of the mining industry.

- The assumption is made under the Ministry's Parks Planning Program that there is a destructive or disturbing aspect of mining which detracts from the recreational use of land. We contend that this assumption is wrong.

- Exploration is an activity which causes only minor temporary disturbance. Much of the early work involves airborne geophysical surveying only. Grid lines and drill sites on indicated areas of interest become overgrown rapidly and are usually difficult or impossible to locate a year or two after the activity ceases.

- The development of a mine disturbs a very small portion of land, seldom more than 25 acres, and provides access by a new road to areas otherwise inaccessible. The discharge of water and rock from a mine must meet existing strict conditions of chemical purity to protect the environment. As well, upon the termination of mining, areas such as tailings disposal sites are seeded with grains and grasses, and become grazing areas for wildlife.

- During the operation of a mine, management is usually

accommodating to visitors by conducting tours of part or all of the mine and mill, affording an excellent opportunity to learn more about the Earth, its composition and structure, and to become aware firsthand about a natural science usually less familiar to most naturalists.

- It is an observed fact that wildlife activity is usually greater or more visible in the vicinity of a mine in a remote setting than if that mine did not exist.

We have to welcome the constraint of environmental controls affecting mining as being in the broad public interest. Now that the great awakening has occurred and the whole issue is emotionally supercharged, there is a real risk that existing controls and restrictions will be expanded for their own sake to satisfy public opinion in an arbitrary and irrational manner.

- Mining operations are difficult to disguise even though all mines combined actually disturb only a small fraction of surface area compared to that utilized for all the roads in Canada (130,000 acres or less than 0.006% for mines versus 30,000,000 acres in paved highways). However, most mining companies recognize their duty to the future by preventing air and water pollution and by restoring, as far as is practical and economically feasible, the mined sectors to a state not inconsistent with the surrounding natural area.

- The additional cost burden to carry out environmental controls in mining are high and have to be borne by the consumer in the form of higher product prices.

Where potential park lands offer geological attractiveness for the discovery of valuable minerals, the presumption should not be for non-development simply because it contains rich wild-life resources. On the contrary, if the social or economic needs suggest that extraction is warranted, then it should and can be done in a manner that will show maximum respect for the natural character of the region or site.

- In view of the obvious difficulty in finding mines, it is absolutely essential that any land use plan adopted has to be sufficiently flexible to permit mineral exploration everywhere. The amount of land in Ontario currently occupied by both operating and closed mines is estimated to be approximately 40 square miles or 0.01% of the province's total land area. This can be equated with the area occupied by Highway 401 except that mining lands are located a long distance from approximately 90% of the population. Therefore, land use dedicated to mining is miniscule when compared to its economic contribution. It only seems logical that mining's needs should be considered first since it is one of the industries making recreation possible.

- Potential conflict will continue to exist between mine development and park expansion because of a lack of understanding and the fact that "ore is where you find it". It is hoped that conflicts can be avoided with sound planning and a flexible approach on the realities of each individual situation. Should an attractive orebody be found in or next to a provincial park, its development should not be retarded. Rather, reasonable adjustment ought to be made for the mine development since an

abundance of land suitable for recreational purposes is available, in all probability, in close proximity.

- The large Elliot Lake area uranium deposits are examples of very important orebodies that would undoubtedly have gone undetected forever had parks been established embodying that area. Members of the minerals industry are convinced that mining, logging, fishing, tourism, parks and recreation, as well as many other activities, can coexist as have been proven by past experience. One well known example is the Inco development and mining operation at Shebandowan where mining activities are compatible with the natural parkland setting in a prime recreational surrounding. Sound planning and consultation with government and local groups, coupled with the use of modern technology and engineering, facilitated harmonious coexistence.

- While it is felt that all mining activities should be permitted in parks, it is a common concern that waterways and proposed waterway parks used by prospectors and native people should not be withdrawn from use by those groups.

- It is unanimous that parks and proposed candidate parks should not be located in or near 'greenstone' belts or other suspected geologically favourable rocks.

- The apparent lack of communication or withholding of information by MNR from mining industry people regarding park plans until recently is a very sore point. Many feel that, whether intentionally or otherwise, there has been an attempt for a certain segment of MNP to push the parks scheme through regardless of the consequences or

objections by industry. Some of the final option plans only came out recently and are still coming out.

- Parks System Planning proposals are of great concern not only to the mining sector but to many other high tax revenue producing industries as well. There appears to be a complete lack of cost/benefit analyses with regard to the parks proposals. Data on revenues generated by existing parks only, not the tourist industry as a whole, are required.

- It is felt that there are too many discretionary powers lodged in the hands of the Ministry. There may not be a problem with the present Ministry or government but who knows what unfavourable changes a few years might bring.

Security of Land Tenure

Security of tenure in the case of proposed candidate parks poses the most significant deterrent to exploration and mine development in the minds of most mining people. Should land tenure not be secure, there is little chance that any conscientious board of directors or management would approve exploration being conducted by their company under such circumstances. If a small mining company had to rely on a stock underwriting to finance exploration in such a situation, it is doubtful if the Ontario Securities Commission and other regulatory bodies would allow such an underwriting to take place. Furthermore, if an orebody were discovered, debt financing for production would automatically be excluded if ownership could not be definitely established.

In spite of an abundance of regular reporting to

the appropriate MNP department by the company involved, the area of its promising mineral exploration project at Burchell Lake in northwestern Ontario was included in a proposed candidate park. After strong complaints being registered by its officials, the problem for the company appears to have been solved by MNR's suggested selection of a new candidate park site but, in reality, it has only been shifted to another location. The indicated change, however, has rekindled interest in the property which, for the past while, no one would look at because of the tenure problem. This strongly refutes the Minister's suggestion made that "If industry declines to invest exploration resources in the candidate parks, then one might suggest that industry concurs with my staff's mineral potential assessment".*

Another major problem would be created if the suggestion to establish a large wilderness park in the Miminiska Lake-Albany River-Fort Hope and Ogoki areas became a reality. Here several mineral exploration companies are actively involved, many mineral claims exist and millions of dollars' worth of exploration work has been completed with encouraging results. Many more millions will have to be spent in attempting to outline an economic mineral deposit which, if successful, will require multi-millions of dollars to develop and produce. This activity would have a huge beneficial socio-economic impact on the local, provincial and federal economies that could not be matched by any other industry, except possibly by forestry. It would be jeopardized, however, by the establishment of parks in those areas. Again, MNP officials are aware of the prevailing circumstances through regular company reporting, if by no other means.

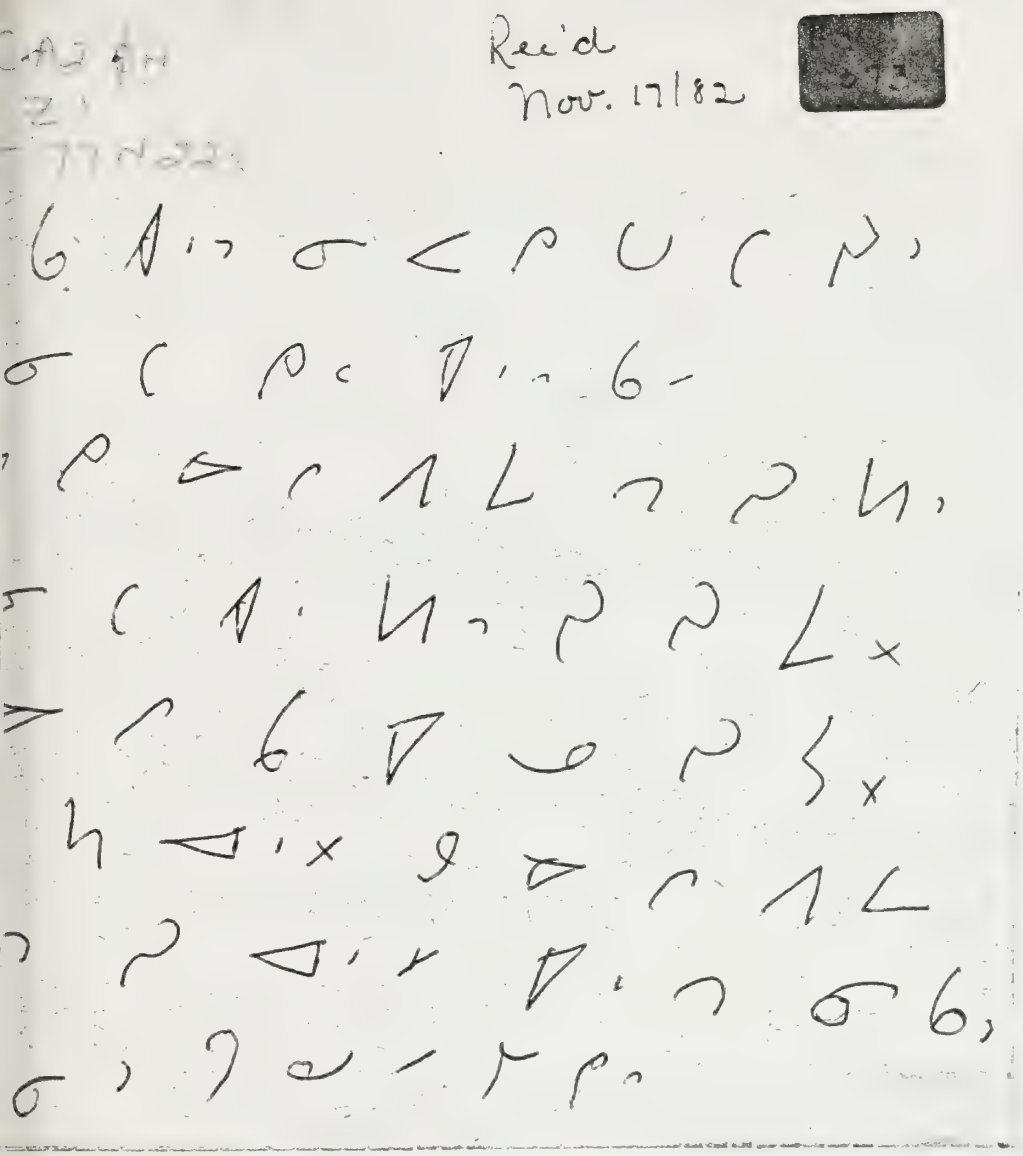
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* Hon. A. W. Pope's letter of July 27, 1982 to the Prospectors and Developers Association.

Summary of Mining Industry's Concerns

1. Insecurity of land tenure
2. Withdrawal of lands from mineral exploration and other compatible industry uses (single land use)
3. Size of proposed parks
4. Large number of areas set aside as proposed candidate parks
5. Lack of cost/benefit data
6. Too many parks located in northern Ontario, especially the northwestern part
7. Logic of so many parks being located so far from centres of population
8. Lack of proper consideration and priorities for the creators of industries and jobs
9. Need to maintain a healthy, continuing minerals industry
10. Lack of socio-economic considerations
11. Apparent lack of influence of mining-oriented people in MNR in overall land use and parks system planning
12. Increased pressure on mining industry making ability to finance more difficult
13. Rules for mining should be different than those for renewable resources
14. Lack of sufficient geological data available. Presently indicated unfavourable geological areas could conceivably yield future valuable minerals not needed or saleable at this time
15. Regulations governing exploration and mining in candidate parks must be pre-developed - not negotiated after an orebody is discovered
16. Bonding requirements for candidate parks prohibit access to most small exploration companies

Rec'd
Nov. 17/82



.- Original Translation

Rec'd
Nov. 17/82

HS 073

I have not stopped thinking about the fact that I lived and survived off my land. I have my children and my grandchildren that will need to live off it (ie. the land) in the future.

Jeannette (Janet) Meekis

Deer Lake, Ontario

Typed from Original Submission

HS 073
Rec'd Nov. 17/82

I have not stopped thinking about the fact that I lived and survived off my land. I have my children and my grand children that will need to live off it (ie. the land) in the future.

Jeannete (Janet) Meekis

Rec'd Nov. 17/82

[redacted]

E. Original Translation

Rec'd Nov. 17/82

HS 074

What I would like to see happen is the way things were in the past when I used to trap, to happen again. There was a lot of trapping and hunting area that I used to have. Now I hear that the white man wants to control everything. it will not work out good.

Isaac Meekis

Deer Lake, Ont.

Typed from Original Submission

HS 074

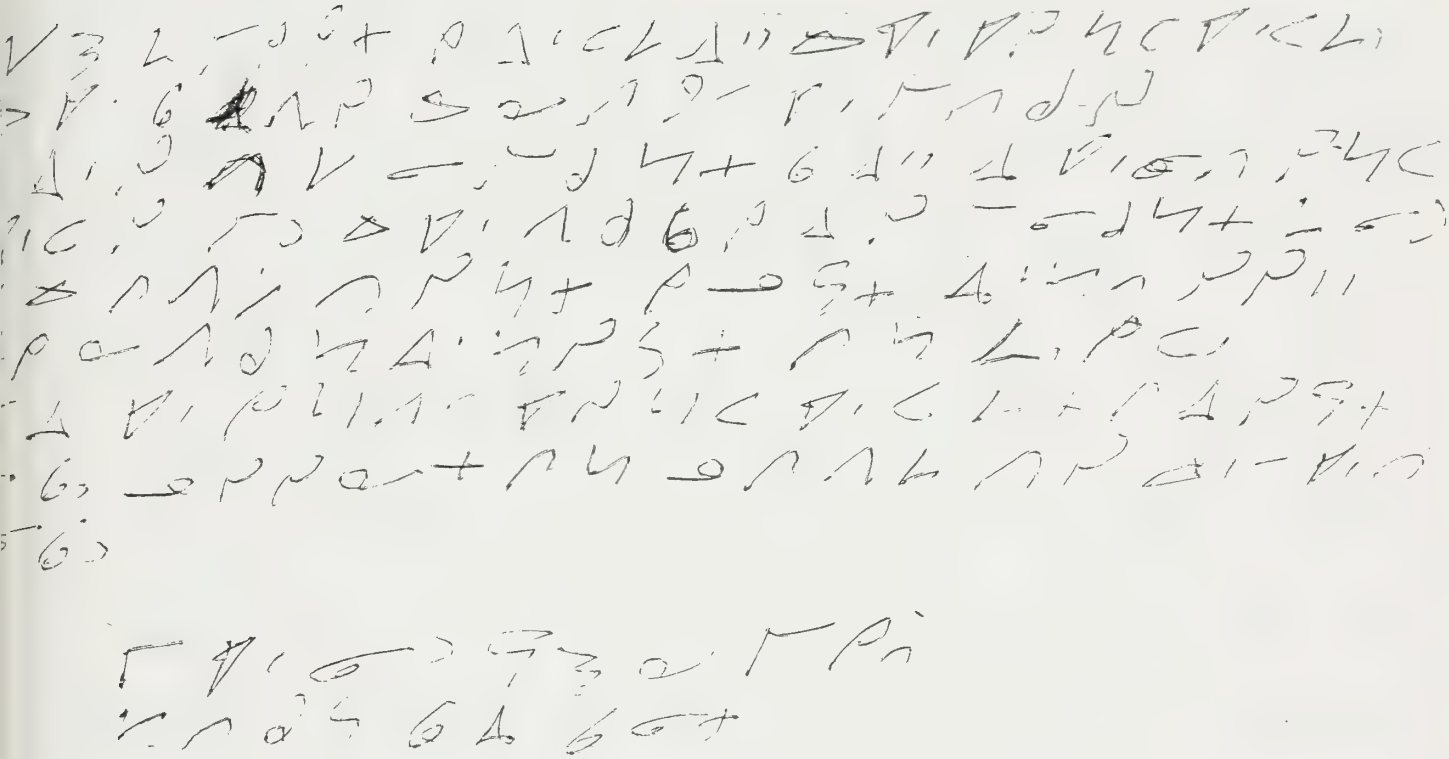
Rec'd Nov. 17/82

What I would like to see happen is the way things were in the past when I used to trap, to happen again. There was a lot of trapping and hunting area that I used to have. Now I hear that the white man wants to control everything. it will not work out good.

Isaac Meekis

Rec'd Nov. 17/82

HS
075



Original Translation HS 0

Rec'd Nov. 17/82

Bill Mamakeesic,

I want to tell you this that I want. All these policies that the white people bring up here, that's how they want to control us. We do not want that. With what God gave us, that's how we will (should) survive. Fish, meat, ducks, all the wild life we should use. This is what we still want to be so that in the future, our ~~children~~ grandchildren may live and survive.

That's all. I'm Sarah Meekis

Deer Lake.

Typed from Original Submission

HS 075
Rec'd Nov. 17/82

Bill Mamakeesic,

I want to tell you this that I want. All these policies that the white people bring up here, that is how they want to control us. We do not want that. With what God gave us, that's how we will (should) survive. Fish, meat, ducks, all the wild life we should use. This is what we still want to be so that in the future, our grand children may live and survive.

That's all. I'm Sarah Meekis

Deer Lake.

NOVEMBER 5th, 1982

WINISK, ONTARIO

SUBMITTED TO:

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

MR.J.E.J.FAHLGREN
THE COMMISSIONER:

SUBMITTED BY: LOUIS BIRD
FOR:FORMER CHIEFS COMMITTEE OF WINISK

This submission has been prepared with the financial assistance of the Royal Commission on the Northern Environment. However no opinions orrecommendations expressed herein should be attributed to the Commission. They are solely the responsibility of Former Chiefs Committee.

Mr.Commissioner:

There are many ways I could have introduced this submission to your office , in a mood of anger, or resentment or many other ways. I could have used any subject to channel the thoughts and lead to a final recommendation. The opening remarks are not always practical, so I will choose a very moderate tune to avoid hostile feelings.

Briefly, Mr.Commissioner; I wish to give credit to the Former Chiefs of Winisk for their time and effort to make this submission possible. This group offormer chiefs had agreed to be organized in a body of a committee for the purpose of this project. Thus they became the Former Chiefs Committee in order to make the submission more official. It is not that it would make much difference if it were an individual or any other group name for that matter, as long as it is worth its while. This submission would have accomplished its purpose and what it set out to do. That should be satisfactory.

Historically, Winisk Band has exsisted in the vicinity since time memorible. But, the Community of Winisk Band is actually only 28 years old. Before that there was no continuous society living amongst the Bands of the area. According to our verbal history, Winisk has been a seasonal resort location for our people, where the natives of the area met twice a year, once in the spring around June each year. Then again in the Autumn to make family reunions and met relatives before the Winter. That then is the end of society.

The missionaries came here since the latter part ofthe 17th century. The Hudson Bay Company traders arrived in the area around 17th to 18th hundreds but they never stayed too long, as did the missionaries later. There during the period of 200 to 300 years agothere never was a native community being established permanently here by the natives in Winisk, but a summer resort. It was not the natives who established a settlement here, but there were fur trading companies who established themseles here by building log shacks and other structures. The missionaries did not build any structures until later. These early Europeans settled on the present site ofour community. They had to have a place to trade with the natives. Our ancestors in the area had never established any permenant community due to the seasonal movement of the game they had to depend on as food, which is still there today continously migrating in every season. Our forefathers had to adapt themselves to that routine migration pattern in each season. Mr.Commissioner, you must know our Canadian History and its aborigionees by now, therefore, it was not the Indians who settled into one particular spot in the area. Their mode of travel in migration was always in the river system * of the region and the district. The major rivers of the area were their main highways, the tributaries as secondary travel routes. There you see, Mr.Commissioner, if the natives were to negotiate their lands today or during the treaties, this would have been considered a priority if a good communication were to have been acquired at the time. Unfortunately there was no such two way deal. The Committee have the evidence of this to proof it. The Former Chiefs Committee have reviewed all the past events before making this submission today. Most of the Regions native organizational leaders have stressed that their ancestors were the custodians

of this land. This is what and why they meant by that.

Mr.Commissioner; since that we all like to call, "The Past is the Past" but not forgotten by Indians youhave asked us to give you recommendations as to how the Ontario North should be developed. We know what the major development will do to our natives and to the area once the development takes place and that its adverse affects will do for our people and the environment.

The Winisk Former Chiefs Committee is fully aware that we do have plenty of Natural Resouurces in the Ontario North in terms of a regional economy. The Committee is aware of the need for the Province to prosper in order to provide adequately for its citizens in Social Services and to maintain its regional requirements in many aspects.

Mr.Commissioner; the committee is aware of the problems of the whole world, in the past and the present, but looks to the future for its next generation. Although they may not live to see any benefits out of any major developments of the area of concern, still the committee wishes to voice its opinion and make some recommendation as required. The committee has been informed and made aware of the history of the Europeans and their system of obtaining the land, how they value the land at the beginning and even up to this day.

Mr.Commissioner, when the Europeans first contacted the natives of this land, there were two kinds of values. That each nation valued land according to their customs. The Europeans looked at the land as something that can be owned and passed on by a group, the nation, or by an individual. The natives on the other hand, the elders at the time, for thousands of years had looked at the land as their land, with profound respect, and never claimed to own it individually, or as a group but had utilized it and maintained this land. They valued it highly with care, spiritually they related with the Creator which they called the Great Spirit. Thus continiously obtained their livihood and survived on the surface of the earth. They had believed allalong that the Great Spirit had created this land that had been given to them, to look after it. They believed that, the Great Spirit had set nature as it was to be and that it should never be disturbed and be misused by any means. This was one of the reasons why the natives had never established permanent settlement in a certain spot in the area. The seasonal migration of the animals and water fowls have caused our natives to follow this migration life, (nomadic life if you wish) which has been set up by the Creator in this systematic routine for ever. That has enabled the natives to keep this land clean for so long. There is still wilderness in this district where it has not been disturbed by humans and has never been altered and is without destruction. That is why the natives have always loved and respected this land which they call theirs. The Great Spirit had set up the natures own cleansing service system. That is why then no human

should alter or strip the nature of its origional state. Through out the ages the natives had gained knowledge and wisdom by observation of natures continous changes by itself, how it renews itself and cleansing and recycle its abundance in different ways. The forest fires are not accidents, that is the natures way of renewing itself for the fresh growth of the area. Take the beaver for example, beavers build a dam not only for himself but also to benefit other animals like otters, mink and many other animals and birds, rabbits even the humans. At the same time he is doing a work for nature, by using the plant life before its gets too deteriorated. Therefore, within ten years the new growth emerges in the place. Since the natives had this kind of philosophy it is hard for them to agree to the new ideology of other nations intentions as to come to them and ask. "How should we develop this land for ourbenefit".Even up to this day for those elders who have lived on the land, whom are now at the age of between 60 to 75 years of age, to them, this is something unquestionable. Altering the nature of which the Great Spirit had set out to be so thereby could not agree for the human being to disturb the nature without careful consideration of the adverse effect to the environment. This is where the communication has broken down through the years in contact between the two different cultured nations in the North Americas. Through centuries, treaties were made with total lack of understanding

of each others beliefs and philosophy especially on different outlooks on the value of land. This is why the natives in the United States have laid down their lives because they were not listened to in regards to the land value. The History has shown us there mistakes that have been made due to a greed in the past centuries by our European fellow man. The greed had driven man to destroy and nearly make extinct the animals of the land for example the Buffalo and along with certain tribes in the region of today, the United States, and those natives who have lived in the land for many thousands of years before the Europeans arrived. There have been many Europeans who have set out to dominate weaker nations for their own greed materialistically, who have driven them to createwars to kill their fellow human beings to near extinction or to enslave them to satisfy their greed which they call benefit. The Former Chiefs Committee knew all these past events. They also know the worlds tension of today because of the threat of another major world war which was created by the same kind of greed of which has been excercised amongst our fellow nations in the World.

The committee also is aware of our national problem in recession, sky rocketing interest rates, high cost of living and unemployment and the national deficit, the need for our nations economic stability and many other problems. With this regard Mr.Commissioner; this committee has done its best to weigh every single knowledge and information it

has received. Thus with regret the Committee knows that the original state of nature will not last due to the need to use our Natural Resources of the area. The natives themselves alone will not block this advancement of civilization progress with its high technology. This will reach us even here in our small community. Although it has not physically reached us yet but other ways it has reached us and it begins to degrade us in our self respect, our young peoples respect, it destroys our cultural happiness, our cultural heritage, our skills to survive in the land of which we love.

The Committee of Former Chiefs are aware of, "the beginning of the end of the cultural tradition and the beginning of the new lifestyle", which they do not agree with. The Committee wishes to co-operate and join the advancing progress. All we ask is that our children be included in sharing the wealth and benefits to be extracted from our land which we have inherited from our ancestors through the ages.

Written by: Louis Bird.

as

Mr.Commissioner; to summarize this statement it simply means that . We still value this area of our land and wish to maintain our traditional activities before any major development takes place of the Ontario North. We do not wish to stop the progress, we just want to be included, to be informed so that we can participate in any development that might be undertaken in the vicinity of our area.

We will give you our recommendations on:

1) - How to improve the decision making process
2) - The assessment and evaluating of the environment, by showing you small scale sample maps of our land use, or land value.

Mr. Commissioner, as you look through these stacks of maps you can see that the natives knew the area, where about the locations they value most in one season during one year. You can see why they had to move around as the animals and the birds that they depend on for a variety of food. That they have to change the locations in the different seasons. It also shows here where the old burial grounds are to the present as they remember. There are many other graveyards which are not remembered by this generation. All through this district our people have died and are buried in any place where ever the Indians have gathered together for some survival reason and also any other season they have gathered for any other reasons for survival, for enjoyment, and other seasonal gatherings.

As it is continously stressed and pointed out in the submission statement.

This map work is very roughly done, this has not been done by any map making experts as the committee did not have any experts to advise them. There were no surveyors for map making. All through this work there has not been any legal experts, advise for the committee to put out a good submission. There was no economist, to assist us to be able to show the exact estimate to the value of land we talk about. We did not have enough time required to do a proper study for our project as to where our ancestors and the present people value the land most and why in the area exactly. Many of these subject matters are not important to them or to our young people mainly because of the changes that are taking place at this time in our community. Still, there are those who wish to retain and practice our traditional culture.

3) - The concept of the recommendation on Education.

The point here is that before any majorenterprise occurs in Ontario North we would like to be informed of the kind of enterprising which will take place. What kind of employment skills will be required, about when is this going to happen, how long it is expected to last, about where is this going to takeplace. If we get this information before any major enterprise takes place, we can prepare our young people to be trained in particular job skills required for the projects. Therefore; attached to are the recommendations.

#1 - Recommendation on Decision Making Process

1 - Prior to any actual planning starts for any major development for Ontario North of 50th parallel. Every native leader must be informed, the tribal council leaders, regional organizations executives, local band councils and other non-native district authorities or any other organized bodies who are involved in the Ontario North. The private sectors who provide the delivery services in the District of the Ontario Region.

2 - Before the decision making process for the allocation is approved for any major under taking in the North all members of authority of the region and the area of interest should be assembled along with the native leaders, be it tribal, regional or local leaders and must be included in discussion making in the primary agreement for any major development to be taken place in the Ontario North of 50 parellel.

3 - The Ontario Government must inform the community leaders in the area of interst for any major enterprise to be allocated, at least one to two years before it actually starts of any major projects of the Ontario North of 50 parellel.

#2 Recommendation on the beneficial and adverse effects on the Environment.

It is recommended that in order to receive benefits for the natives of Ontario North of 50 parellel in any major enterprise.

1 - Any Government Department and ministeries must inform natives and community leaders of the kinds of major enterprises projects to be started in the district. What kind of work force will be required in the projects. The time frame of such development. The kind of skill labour will be required. Thereby, the communities in the area can be preparing themselves in obtaining proper training geared to the needs to qualify for positions to be open for the various projects during the life of the enterprise. This will be a great benefit for our people.

2 - Department of Indian Affairs should be involved in any planning for enterprise of Ontario North and inform the communities in the north the stage of planning by other government ministries for any majordevelopment in the north and advise the natives the kind of jobs that could be available for the natives in the area.

Theadverse effects are:

Prior to any major Development is understaken in the Ontario north a thorough research should be done of the area of concern before actual enterprise takes place.

A) Be it for underground mining careful study should be done before physical work starts so that there will be no or less adverse effect which occurs.

B) - Be it damming the rivers for electricity the area of the water source should be studied. Before the dam is in operation all the vegetation, plants and trees should be cleared away before actual flooding takes place. This would minimize water polluting dead plants. The estimated loss of annual income due to damming the river should be taken into consideration before the allocation proceeds is approved by the authorities or whosoever. At least 5 years before the actual development of this kind is to take place in the area, every native community leader must be informed so that they can be prepared in case they had to relocate either away from the development site or locate themselves near the development if they wish to participate and acquire benefits from such a major development.

Finally, the native leaders must be informed of any major development early in the primary stages so that they can fully participate if they wish. This is the only way they can share the benefit of any major development in the Ontario North.

#3 - Recommendation on Education

Education is a key factor in order for our native young people to fully participate with the rest of Ontarians of the Province. Therefore this recommendation is directed to the two levels of governments of those who are responsible to educate our natives in the region and the district. Thus, this committee recommends that,

1 - Prior to any major development ofthe Ontario North is approved and allocated , the department of Indian Affairs the education branch and Ontario Ministry of Education must develop education programmes to be geared for the employment skills which will be required and in demand forthe upcoming of any major enterprise in the Ontario North.

2 - DIND District Education Branch must do a survey on education as to calculate the number of native young men and woman in the age and possible need for further training in order to fill the position which may be required during the intense progress of any enterprise of the Ontario North. It further recommended that:

3 - DIND of the district must pay the cost of these necessary training for our young natives of the area.

4 - It is also recommended that:

A) - The Ontario Ministry of Education must develop the education programs to be suitable to the requirement of the skilled labour for the major developments of the Ontario North. These training programs must be geared especially for the native people in communities in Northern Ontario within the Treaty 9 area.

B) - The Education Authorities must take the advice and guidance from Nishenawbe-Aski-Nation.

C) - Canada Manpower training Centres like James Bay Education Centre, South Porcupine, Northern College facilities must join these educational programmes.

#4 - Recommendation on Land Use -

The statement of this submission repeatedly stresses the value of native land and its renewable natural resources of which the aboriginees have kept and enjoyed through out the centuries. Therefore; the Former Chiefs Committee had made a small scale sample map for the native lands value and its use.

Every square mile is useful and important for the natives of the district. Every bog and marsh land is a nesting ground for different species of water fowl. Every waterway is a life support for the environment. Our ancestors have never altered this nature in any way. Thus, it is recommended that:

Ontario Ministry of Natural Resources must consider the extreme importance of the Ontario North, has a custodians responsibility that before any allocation for any major development is to proceed a careful considerations must be taken in every detail.

A) To do a thorough research of the area of interest for the major development.
B) To study the annual income derived in the area of interest and compare the loss to 10 to 20 years hence after the development have ceased to benefit from such under taking.
C) To seek the advice from the native elders of the area of the interest for major enterprise, before the decision making process for the allocation of such undertaking in the Ontario North.
D) To continously inform the native leaders of northern communities the possibility of any major development that may take place in the area of Ontaro North of 50 parallel.

Small scale map is attached.

#5 - Recommendation on Native Economic Development
Directed to Ontario Ministry of Natural Resources.
Prior to any major development is allocated in the Ontario North of 50 parellel.

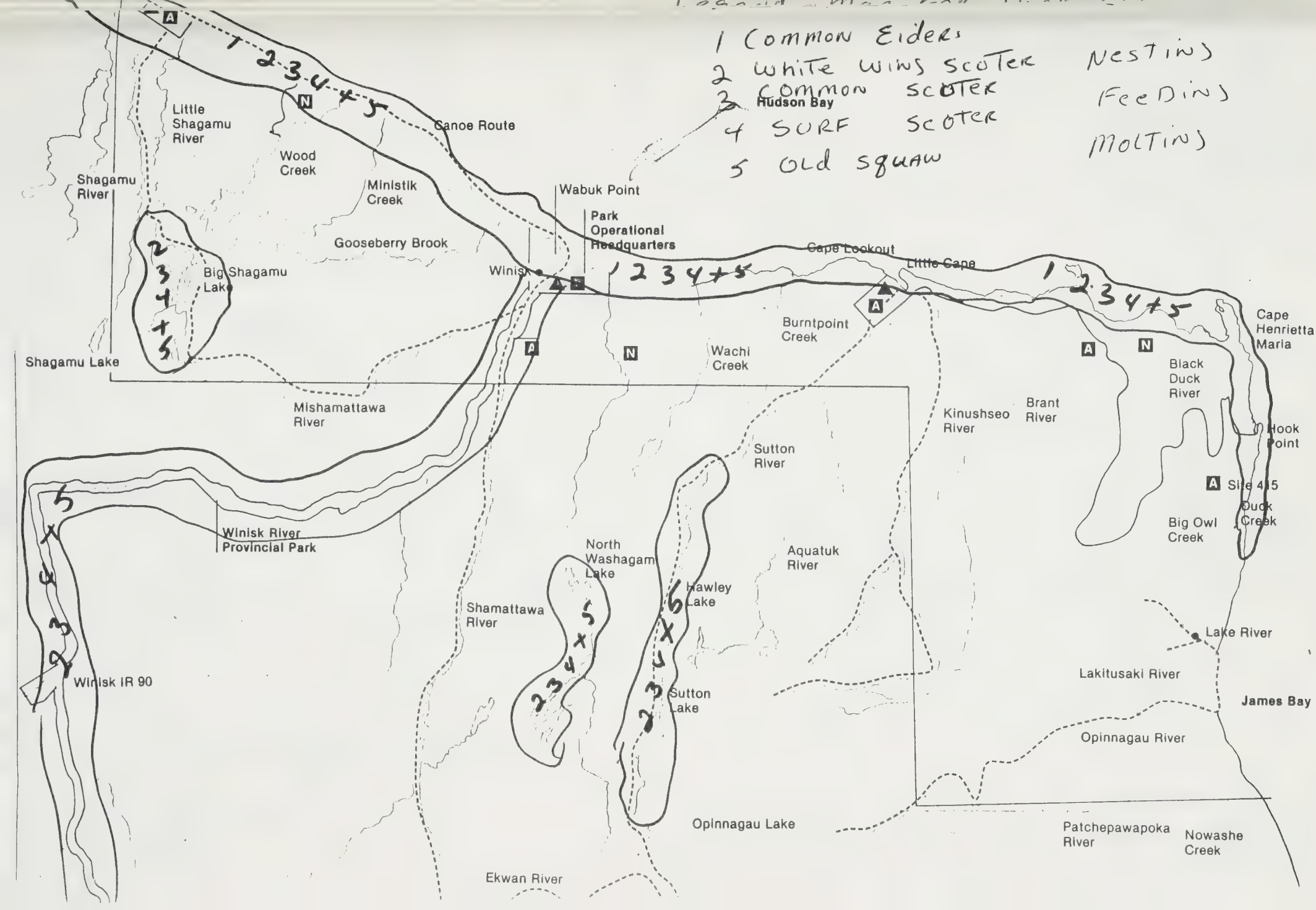
1 - Ministry of Natural Resources must open the major rivers flowing to Hudson and James Bay for the:

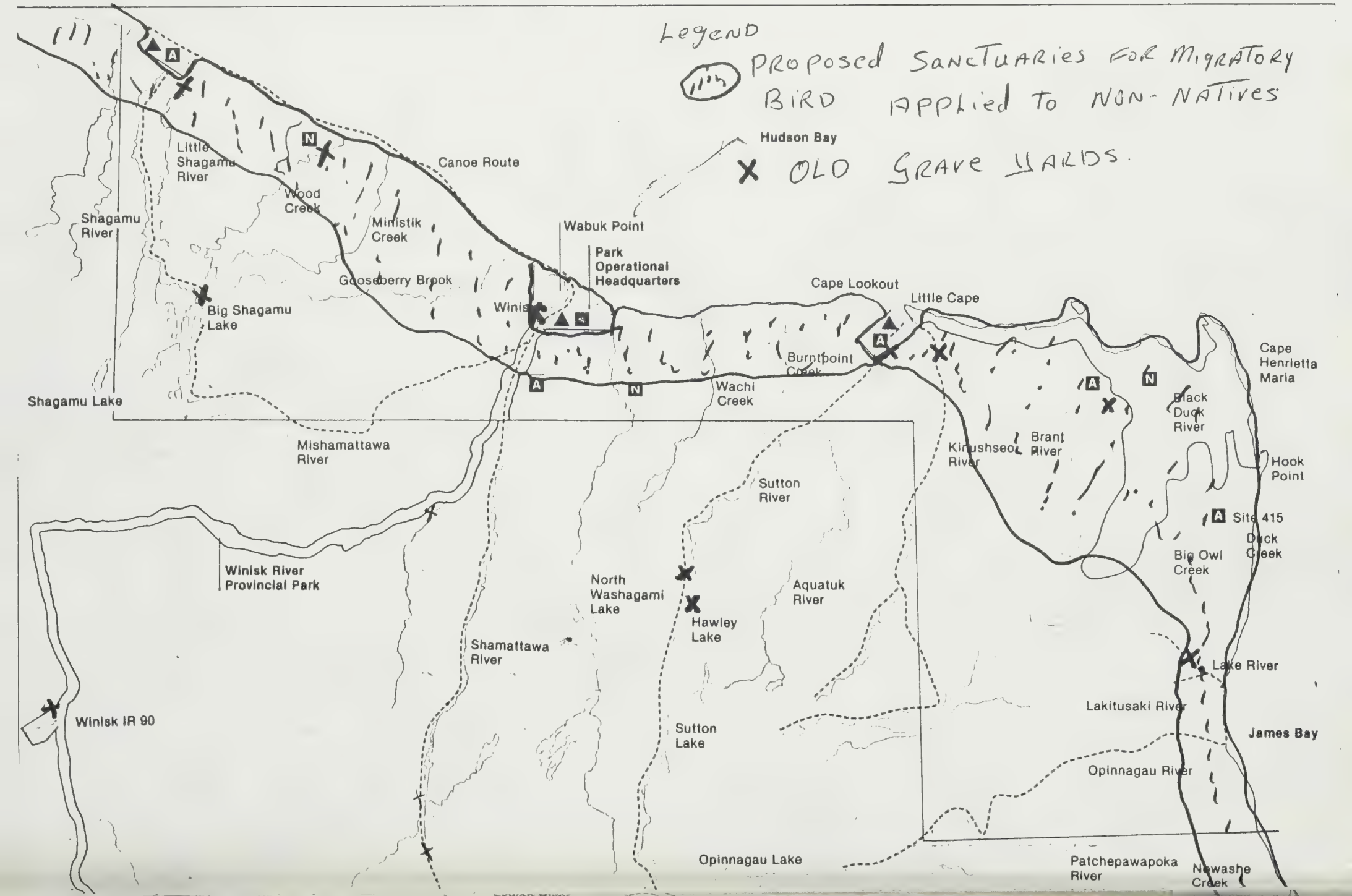
A) experimental natives commercial fishing. Such as native owned and operated seasonal fishing camps of any one of the major rivers flowing to Hudson and James Bay.

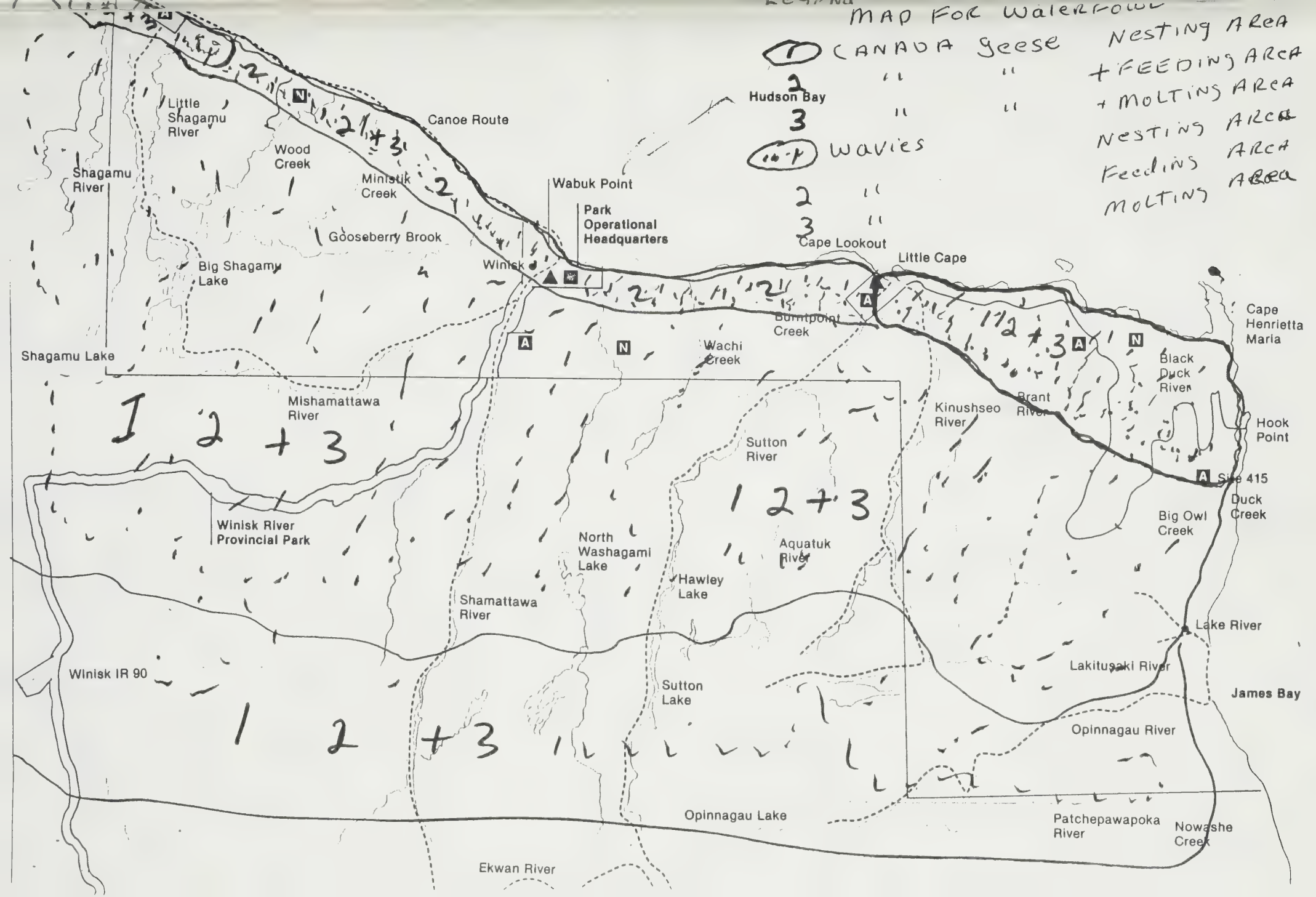
B) experimental salt water commercial fishing in Hudson and James Bay of the five communities around the coast of Hudson and James Bay area.

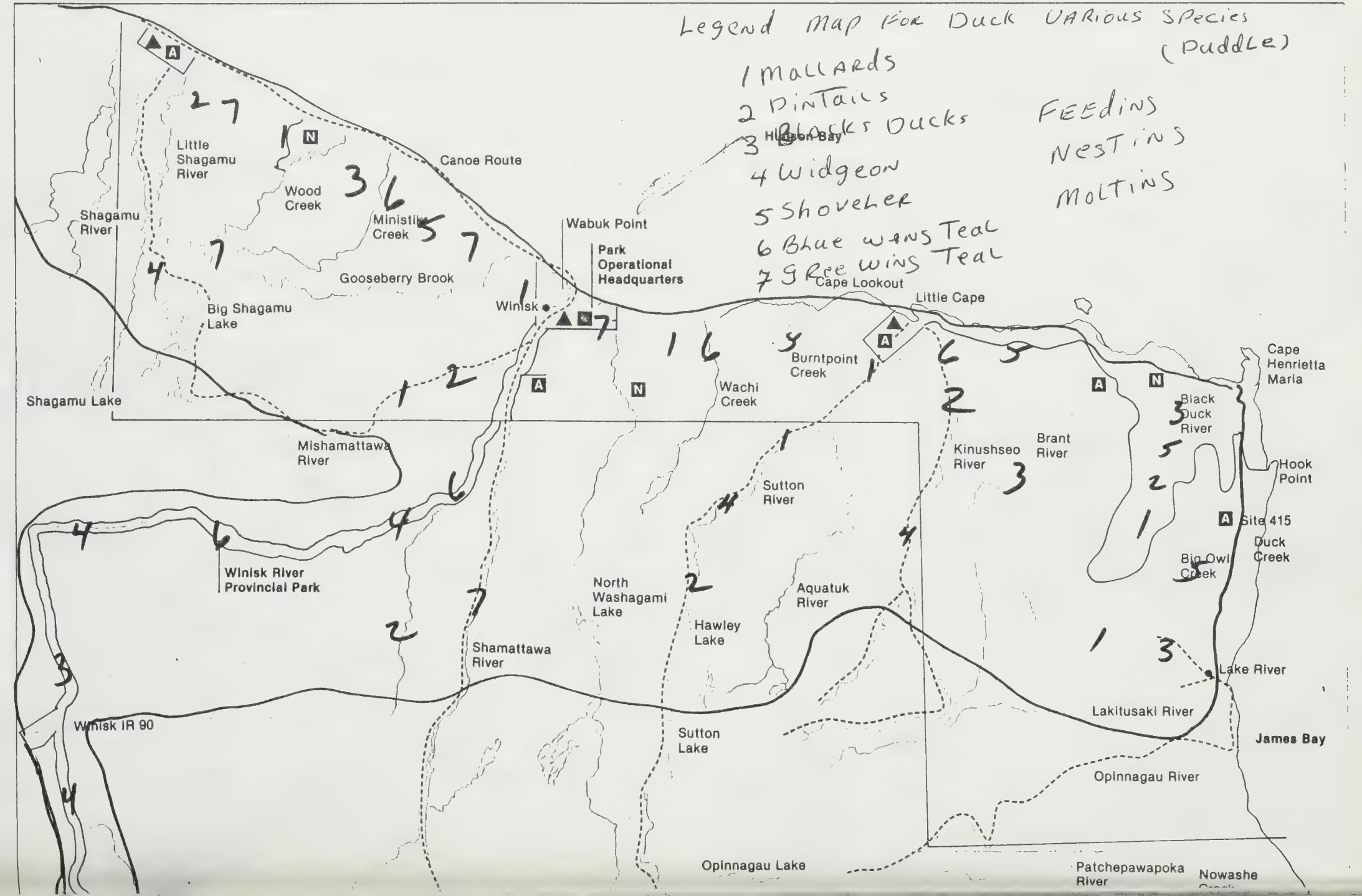
It is recommended further that the Ministry of Natural Resources must explore any avenue to help the natives of the area . To help them make every effort to create jobs for themselves out of the possibility of utilizing renewable resources of the Ontario North prior to any major enterprises takes place of the area.

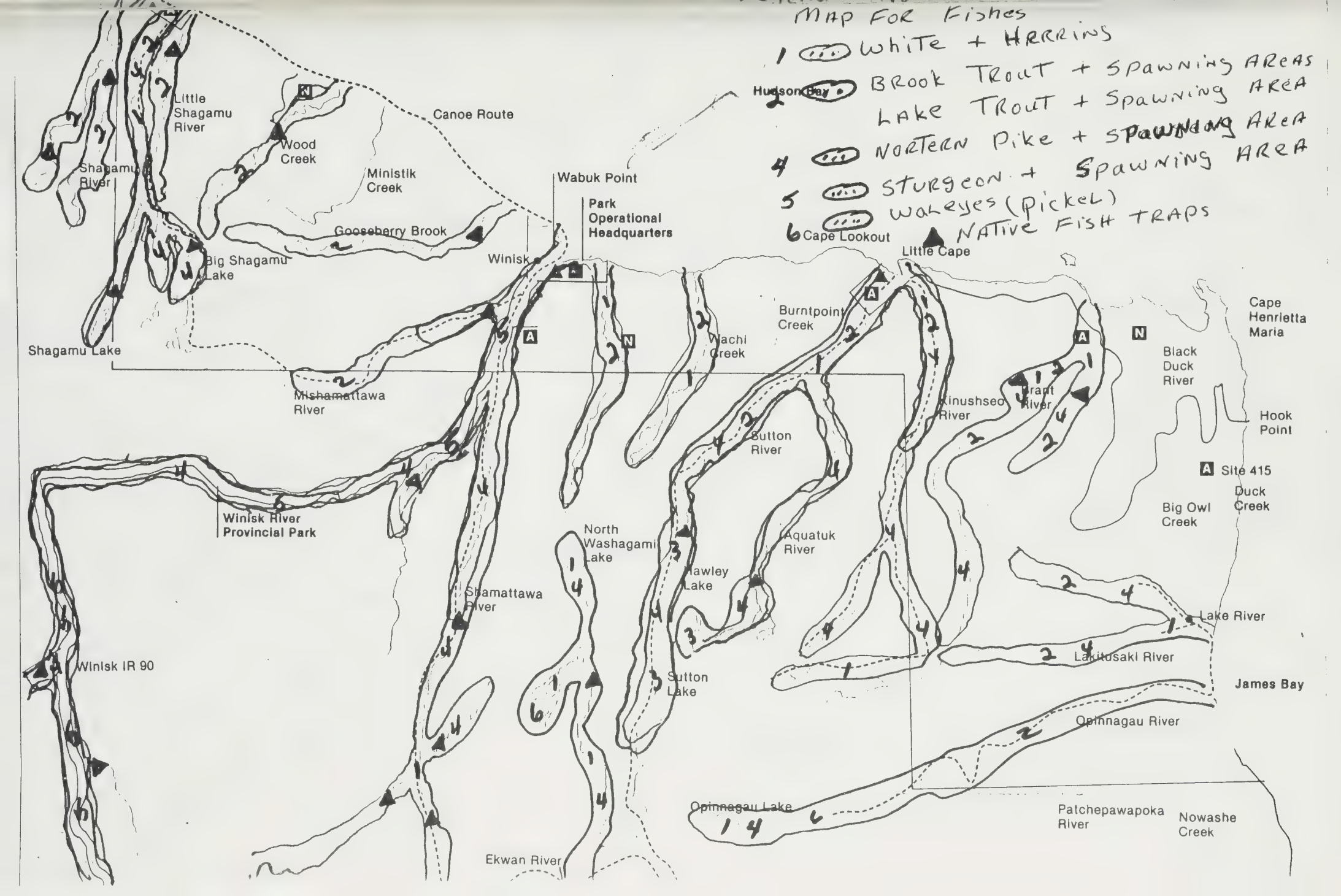
This would help to estimate as to what kind of development would be more economical out of our natural resources development.

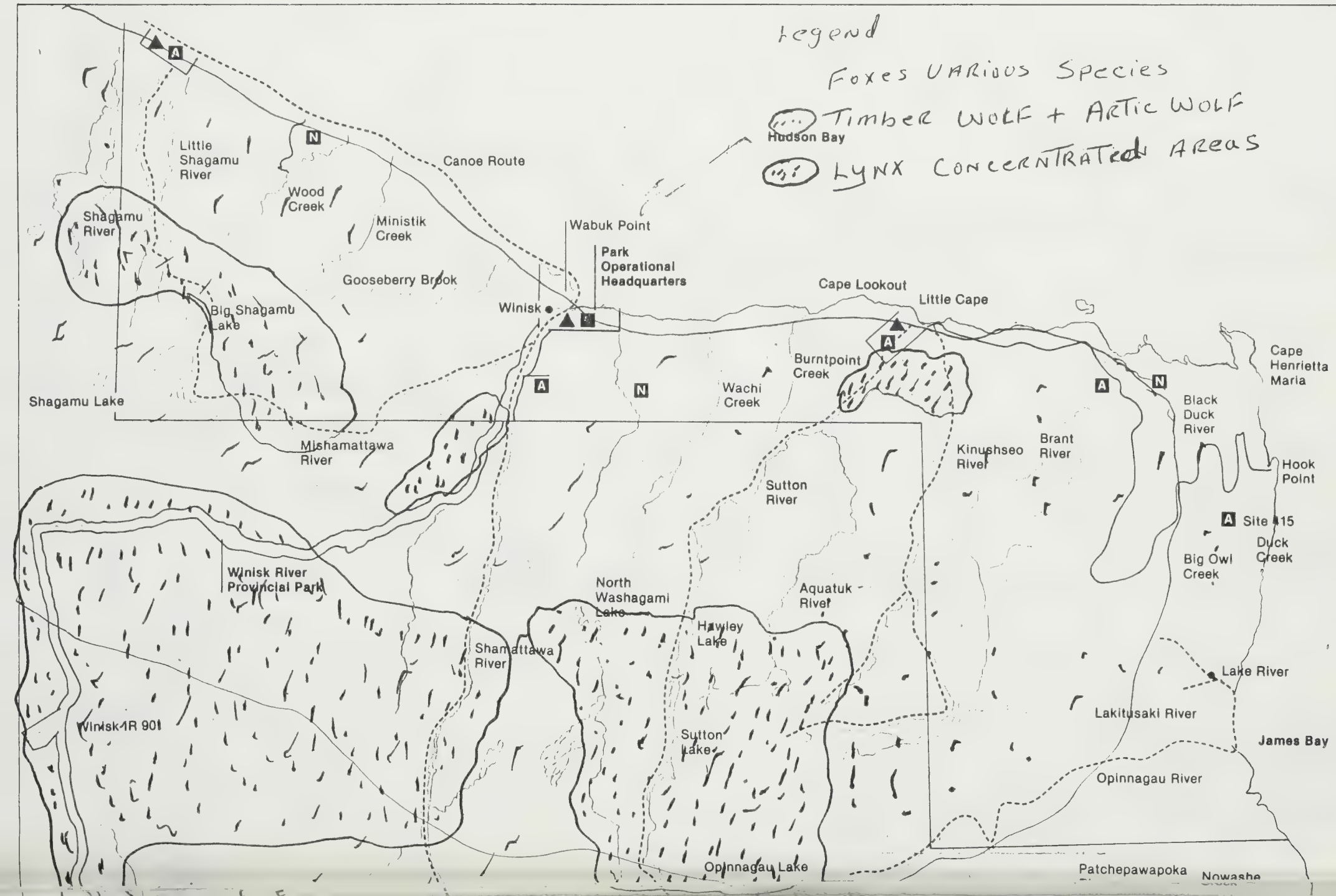

1 Common Eiders
2 White Wins Scoter
3 Common Scoter
4 Surf Scoter
5 Old Squaw
Nesting
Feeding
Molting
Hudson Bay
Little Shagamu River
Canoe Route
Wood Creek
Ministik Creek
Shagamu River
Wabuk Point
Park Operational Headquarters
Gooseberry Brook
Big Shagamu Lake
Winisk
Cape Lookout
Little Cape
Cape Henrietta Maria
Burntpoint Creek
Wachi Creek
Shagamu Lake
Mishamattawa River
Kinushseo River
Brant River
Black Duck River
Hook Point
Site 415
Duck Creek
Big Owl Creek
Sutton River
Winisk River Provincial Park
North Washagam Lake
Aquatuk River
Hawley Lake
Shamattawa River
Lake River
Winisk IR 90
Lakitusaki River
James Bay
Sutton Lake
Opinnagau River
Opinnagau Lake
Patchepawapoka River
Nowashe Creek
Ekwan River

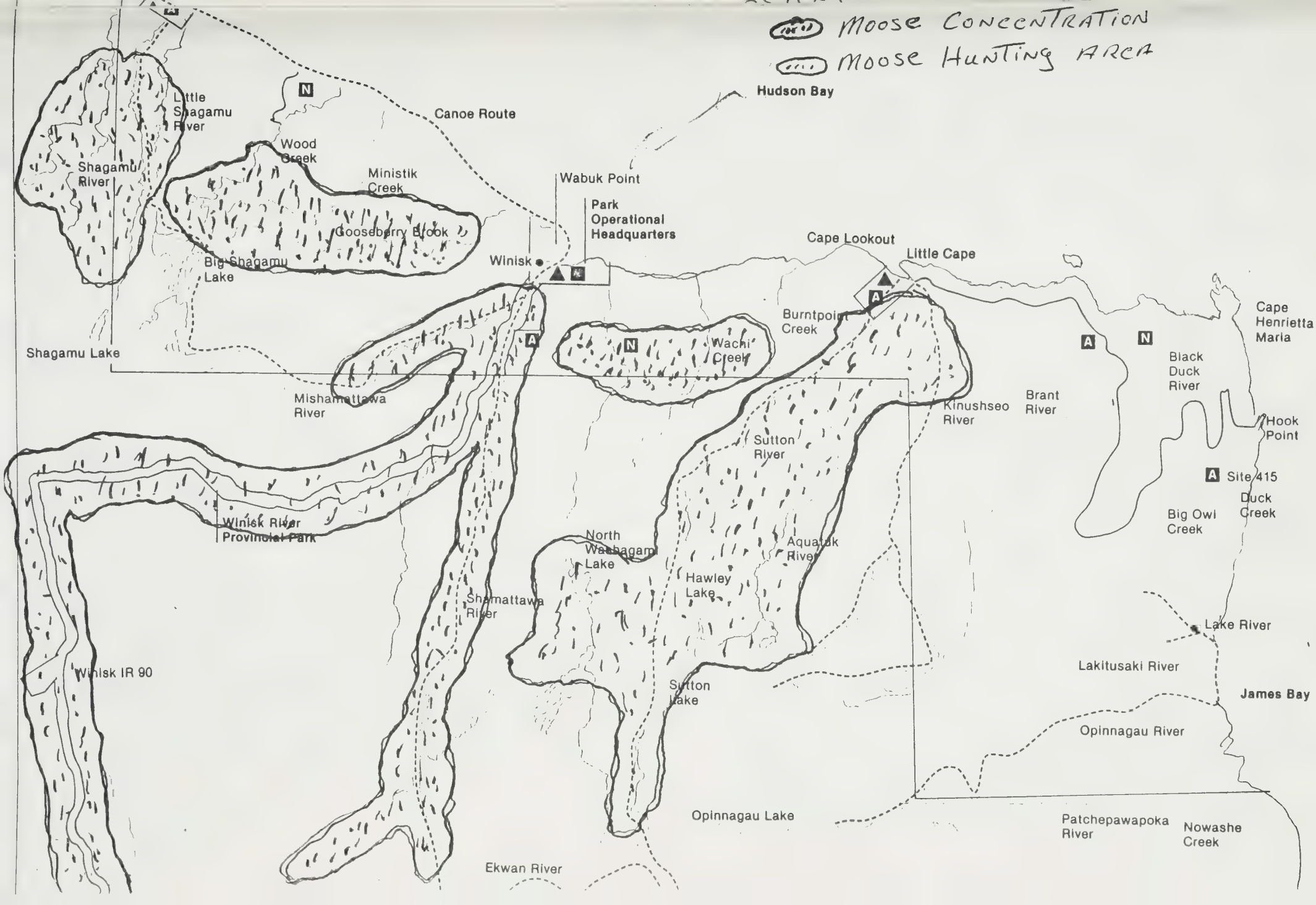

Legend
Proposed Sanctuaries for Migratory Bird Applied to Non-Natives
Old Grave Yards.
Hudson Bay
Canoe Route
Little Shagamu River
Shagamu River
Wood Creek
Ministik Creek
Wabuk Point
Park Operational Headquarters
Gooseberry Brook
Big Shagamu Lake
Shagamu Lake
Mishamattawa River
Cape Lookout
Little Cape
Burntpoint Creek
Wachi Creek
Cape Henrietta Maria
Black Duck River
Brant River
Kinushseo River
Hook Point
Site 415
Duck Creek
Big Owl Creek
Sutton River
Winisk River Provincial Park
North Washagami Lake
Aquatuk River
Hawley Lake
Shamattawa River
Lake River
Lakitusaki River
Winisk IR 90
Sutton Lake
James Bay
Opinnagau River
Opinnagau Lake
Patchepawapoka River
Nowashe Creek

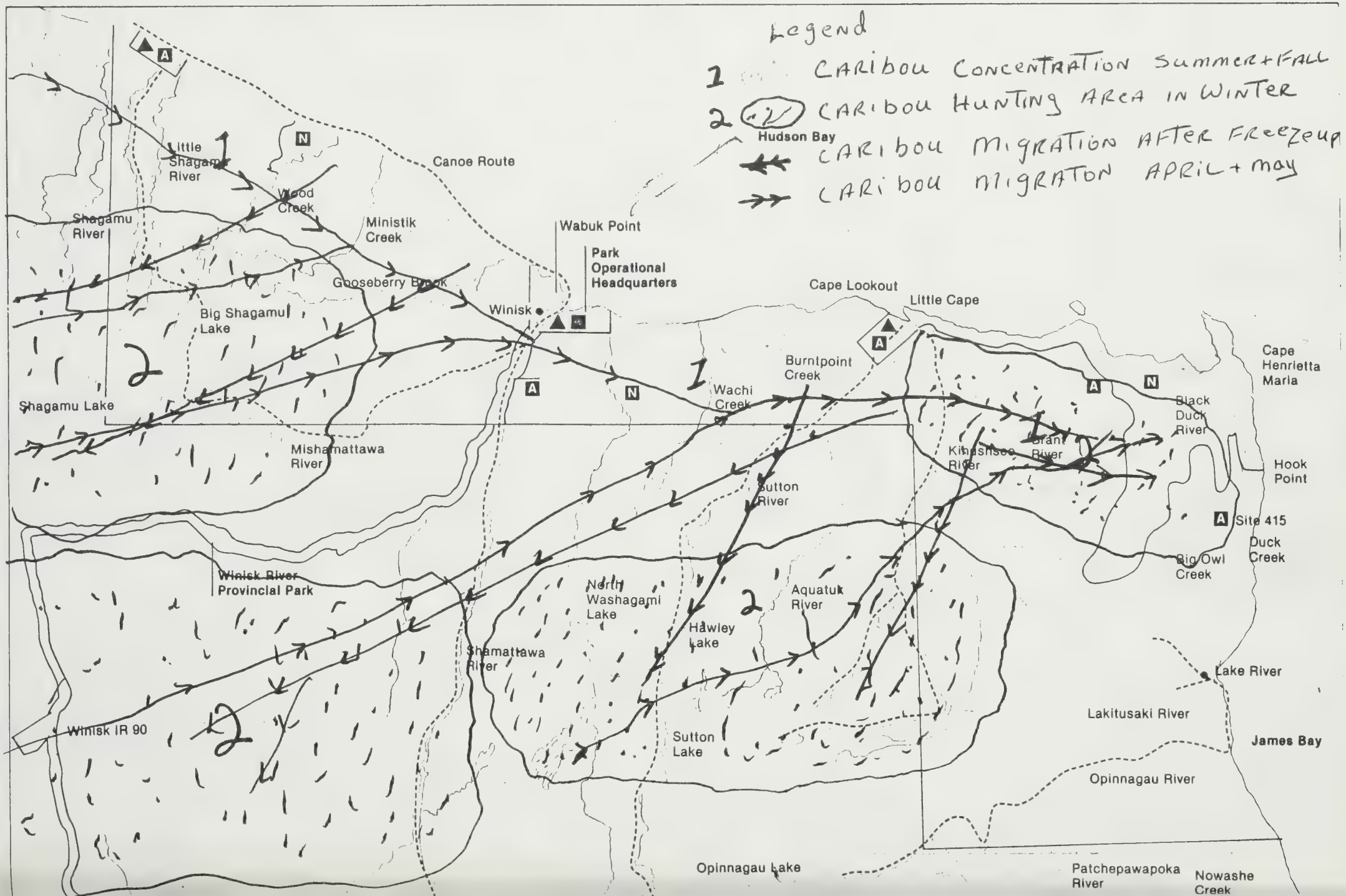

MAP FOR Waterfowl
1 CANADA Geese Nesting AREA
2 " " + FEEDING AREA
3 " " + MOLTING AREA
Hudson Bay
3 " " NESTING AREA
10-1 Wavies FEEDING AREA
2 " " MOLTING AREA
3 "
Cape Lookout
Little Cape
Little Shagamu River
Canoe Route
Wood Creek
Shagamu River
Ministik Creek
Wabuk Point
Park Operational Headquarters
Gooseberry Brook
Big Shagamu Lake
Winisk
Burntpoint Creek
Cape Henrietta Maria
Shagamu Lake
Wachi Creek
Black Duck River
Mishamattawa River
Kinushseo River
Brant River
Hook Point
Sutton River
Site 415
Duck Creek
Big Owl Creek
Winisk River Provincial Park
North Washagami Lake
Aquatuk River
Hawley Lake
Shamattawa River
Lake River
Winisk IR 90
Lakitusaki River
James Bay
Sutton Lake
Opinnagau River
Opinnagau Lake
Patchepawapoka River
Nowashe Creek
Ekwan River

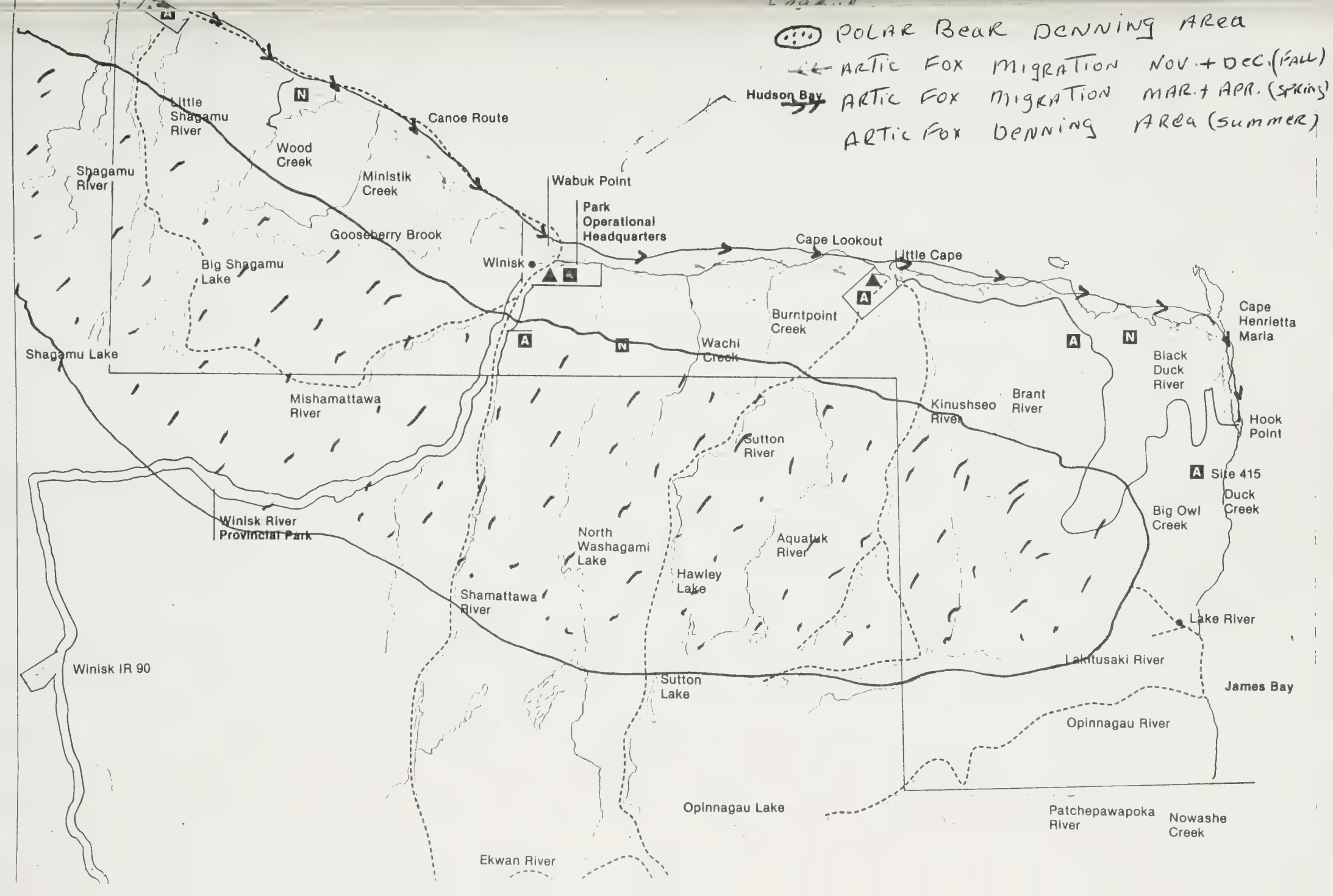

Legend Map For Duck VARIOUS Species
(Puddle)
1 MALLARDS
2 PINTAILS
3 BLACKS DUCKS
4 WIDGEON
5 SHOVELER
6 BLUE WINGS TEAL
7 GREE WINS TEAL
FEEDING
NESTING
MOLTING
Little Shagamu River
Wood Creek
Ministiki Creek
Canoe Route
Hudson Bay
Shagamu River
Wabuk Point
Park Operational Headquarters
Gooseberry Brook
Winisk
Cape Lookout
Little Cape
Big Shagamu Lake
Burntpoint Creek
Wachi Creek
Cape Henrietta Maria
Shagamu Lake
Black Duck River
Mishamattawa River
Kinushseo River
Brant River
Hook Point
Sutton River
Site 415
Duck Creek
Big Owl Creek
Winisk River Provincial Park
North Washagami Lake
Aquatuk River
Hawley Lake
Shamattawa River
Lake River
Lakitusaki River
Winisk IR 90
Sutton Lake
James Bay
Opinnagau River
Opinnagau Lake
Patchepawapoka River
Nowashe


MAP FOR FISHES
1 WHITE + HERRING
2 BROOK TROUT + SPAWNING AREAS
LAKE TROUT + SPAWNING AREA
4 NORTERN PIKE + SPAWNING AREA
5 STURGEON + SPAWNING AREA
6 WALEYES (PICKEL)
NATIVE FISH TRAPS
Hudson Bay
Little Shagamu River
Shagamu River
Canoe Route
Wood Creek
Ministik Creek
Wabuk Point
Park Operational Headquarters
Gooseberry Brook
Big Shagamu Lake
Winisk
Cape Lookout
Little Cape
Shagamu Lake
Mishamattawa River
Burntpoint Creek
Wachi Creek
Cape Henrietta Maria
Black Duck River
Kinushseo River
Grant River
Hook Point
Site 415
Duck Creek
Big Owl Creek
Sutton River
Winisk River Provincial Park
North Washagami Lake
Aquatuk River
Hawley Lake
Shamattawa River
Lake River
Winisk IR 90
Lakitusaki River
James Bay
Sutton Lake
Opinnagau River
Opinnagau Lake
Patchepawapoka River
Nowashe Creek
Ekwan River


legend
Foxes VARIOUS Species
Timber WOLF + ARTIC WOLF
LYNX CONCERNTRATed AREAS
Hudson Bay
Little Shagamu River
Canoe Route
Wood Creek
Ministik Creek
Shagamu River
Wabuk Point
Park Operational Headquarters
Gooseberry Brook
Big Shagamu Lake
Winisk
Cape Lookout
Little Cape
Burntpoint Creek
Cape Henrietta Maria
Shagamu Lake
Wachi Creek
Black Duck River
Mishamattawa River
Kinushseo River
Brant River
Hook Point
Sutton River
Site 115
Duck Creek
Big Owl Creek
Winisk River Provincial Park
North Washagami Lake
Aquatuk River
Hawley Lake
Shamattawa River
Lake River
Winisk IR 901
Lakitusaki River
James Bay
Sutton Lake
Opinnagau River
Opinnagau Lake
Patchepawapoka
Nowashe


Moose Concentration
Moose Hunting Area
Hudson Bay
Canoe Route
Little Shagamu River
Shagamu River
Wood Creek
Ministik Creek
Gooseberry Brook
Big Shagamu Lake
Wabuk Point
Park Operational Headquarters
Winisk
Cape Lookout
Little Cape
Burntpoint Creek
Wachi Creek
Shagamu Lake
Mishamattawa River
Kinushseo River
Brant River
Black Duck River
Cape Henrietta Maria
Hook Point
Site 415
Duck Creek
Big Owl Creek
Sutton River
Winisk River Provincial Park
North Washagami Lake
Aquatuk River
Hawley Lake
Shamattawa River
Lake River
Winisk IR 90
Lakitusaki River
James Bay
Sutton Lake
Opinnagau River
Opinnagau Lake
Patchepawapoka River
Nowashe Creek
Ekwan River


Legend
1 CARIBOU CONCENTRATION SUMMER+FALL
2 CARIBOU HUNTING AREA IN WINTER
CARIBOU MIGRATION AFTER FREEZEUP
CARIBOU MIGRATON APRIL+MAY
Hudson Bay
Little Shagamu River
Canoe Route
Wood Creek
Shagamu River
Ministik Creek
Wabuk Point
Park Operational Headquarters
Gooseberry Brook
Cape Lookout
Little Cape
Winisk
Big Shagamu Lake
Burntpoint Creek
Cape Henrietta Maria
Wachi Creek
Shagamu Lake
Black Duck River
Mishamattawa River
Kinashisee River
Brant River
Hook Point
Sutton River
Site 415
Duck Creek
Big Owl Creek
Winisk River Provincial Park
North Washagami Lake
Aquatuk River
Hawley Lake
Shamattawa River
Lake River
Winisk IR 90
Lakitusaki River
James Bay
Sutton Lake
Opinnagau River
Opinnagau Lake
Patchepawapoka River
Nowashe Creek


POLAR BEAR DENNING AREA
ARTIC FOX MIGRATION NOV. + DEC. (FALL)
ARTIC FOX MIGRATION MAR. + APR. (SPRING)
ARTIC FOX DENNING AREA (SUMMER)
Hudson Bay
Little Shagamu River
Canoe Route
Wood Creek
Shagamu River
Ministik Creek
Wabuk Point
Park Operational Headquarters
Gooseberry Brook
Cape Lookout
Little Cape
Big Shagamu Lake
Winisk
Burntpoint Creek
Cape Henrietta Maria
Shagamu Lake
Wachi Creek
Black Duck River
Mishamattawa River
Kinushseo River
Brant River
Hook Point
Sutton River
Site 415
Duck Creek
Big Owl Creek
Winisk River Provincial Park
North Washagami Lake
Aquatuk River
Hawley Lake
Shamattawa River
Lake River
Winisk IR 90
Lakitusaki River
James Bay
Sutton Lake
Opinnagau River
Opinnagau Lake
Patchepawapoka River
Nowashe Creek
Ekwan River

A P P E N D I C E S

Activity Report - September 12th,1982

It was on July 25th,1982 when I was appointed by the Bishop Lequierre; for me to look after the missionary property while our priest is away. Father Doneau has been in Winisk for the last 13 years. He is now about 67 years old and he is not that well. Therefore; the Bishop had decided that he should take a rest and see the Doctor for examination and a total physical check-up. Itwas at this time also I was authorized by the Bishop Lequierre for me to be given a lay ministry duty in our community while our local Pastor was away. Part of my duties are to open the church on Sundays or any other day whenever people wish to pray together. The physical part of my duty is to take care of the RC Mission Rectory, to make sure that everything is in order, like the water supply, heat and many other odd jobs required . Therefore at times some people would drop in while I am in the Rectory. It was one of these Sundays in the afternoon I happened to come to the Rectory and found two elders of our community sitting on the doorsteps of the rectory. I stopped and listened to them as they exchanged their ideas and their sadness due to the changes around them up to this moment of their lives. As I went in I invited these two old men for a cup of tea as it was late in the afternoon. I explained my project to them. They were very curious to learn more about the nature of my project and they offered their opinions. Later on we invited two more elders in the community to come to our little discussion group. I was honoured to have these elders,to sit amongst them and listen to their talk about what they think of everything that happened around them. They seemed to miss a lot of the past traditional life which they

grew up with and symphatized with the young people for not being able to enjoy the kind of life they had known. They do not approve of community living . Society creates many unpleasant things which is associated with living together they said. They discussed many things thatare ignored by living in the community, here are the list of subjects they discussed, cultural tradition, native education compared to white mans education. The religion, the missionaries and their method of conversion to their natives. The Indian spiritual beliefs, how it associates with daily life by natives. How it is introduced to the young people. The Indian legends, how they were used for a verbal history , in marriage counselling, youth counselling and entertainment for the children. The same legend can be turned to entertain an adult on a different version. It also can be turned to tell part of the History of certain events in the past centuries on specific topics, be it, successful hunting methods, good or negative morals, humorous events in particular charactors in marriage, especially in sex and related subjects. The mythical beings to express negative morality in native history. There were these kinds of legends that are flexiable they can be interpreted on any way by the story teller depending on what he or she wishes to stress to the point. These legends have been used for thousands of years by the natives of the Country of Canada. They can be humourous enough to bring one tears to the eyes of any age. A good time was had by all by these elders. Then the serious subjects came as I began to ask questions to the elders. The first thing I asked them was that; What do they think of the

changing world around them, the advancement ofwhite mans civilization its progress, technology, there probe to universe , the whole thing. Their answer was this, the native prophecies have foretold these long time before there was any other human being emerged on this land. They said, that, prehistorically they were no human beings on earth, but the animals who communicated to each other verbally like humans. They (animals) also predicted that the human beings would emerge in their future, who will dominate the whole world. This may sound far fetched theory but it is in one of the eldest legends amongst the natives of the continent. Therefore, there is nothing that can be done but to live through these changes. They said that there were many prophets amongst the natives of the area. They have foretold that the people with white skin who would be flying with machines up amongst the sky, that they would carry a lot of dangerous fire sticks . All of these predictions have come to pass as of today. There has been no device as to halt these visions for the natives. Finally, these elders only advice they have is that, the natives leaders of today is to caution their fellow citizens to be careful how they use the land and its environment. Also, that the natives of the area should be included in the wealth to be acquired from any developments that might be undertaken in the area on the origional native lands. The elders admitted that they still do not understand the white mans ways and of their strive to gain so much of material things on earth. That was the end of group discussion. In my opinion I do not think these elders know the purpose of the RCNE.

ACTION REPORT September 16,1982 time 3:15 p.m

I phoned to the Bank of Nova Scotia in Timmins two times at 267-7131 to inquire if the cheque of $4,925.00 has been deposited at their Bank.

But apparently the cheque had not arrived there. Furthermore once the cheque arrived there, I was told that I had to be there personally to sign papers to complete this transaction.

My old account number has been closed as there was nothing there, therefore, I have to open a new account in order for me to use this fund which has been granted to me.

Thus, I phoned to the Royal Commission of Northern Environment office at267-7984 in Timmins, spoke with Miss Gladu and informed her my difficulty, she said that she will have to phone the bank and asked me to wait .

Miss Gladu phoned again, she informed me that I don't have to be there to open a new account but I just have to write a letter to them and sign my name and they will compare my signature from my old signature card then they would send me the cheque book which I will be using for my R.C.N.E. business transactions.

Prior to this , I had phoned to the Employment Office in Timmins at 267-6271 two times to ask them to look for a typist that I can hire for my submission to the RC hearings.

The employment office willlook for the typist for me and then they will let me know once they have found someone and have (him or her) speak with me.

N.B. First of all I had phoned to the Treaty 9 office and spoke with Marilyn Gognon at 267-7911 and I had requested to her to try to locate Miss Deloris Rondeau for me, but, I have to wait till tomorrow. Apparently Miss Rondeau had work or moved to Sault Ste Marie, Ontario.

At 4:15 p.m. I received a call collect from Mrs Ship 267-6781 to offer her service as a typist for me. I gave her 24 hours to think it over.

Therefore, if I hire her, and had to bring her to here , I have to consider her fare and accommodation and meal expenses etc.

I placed a call again at 5:30 p.m. to Timmins for Mrs Ship at 267-6781 and did a telephone interview. She seems to be fine, she has extra experience, like secretary work, etc. She is married with three children.

I don't know if she will stick to her agreement to work for me, she might back down as soon as she finds out that I am an Indian, if she does I will have to hire another person. That remains to be seen.

I tried to phone to Fred Hill to ask him if he still knew a lady he had recommended to me to do a typing job for me back in 1977, but he was not home. I shall try again later tonight or in the morning.

I did phone to Fred Hill at 264-0687 at 6:30 p.m. and he gave me the number of a lady as the following other choice; Mrs Joyce Fischer at 267-1908. I placed this call at 6:55 p.m. she was not home, I asked her child to tell her to phone me collect at home, then I knew I had made a mistake, I should have said collect to Winisk 473-0021 but charge and ask the operator to put number 68 but I will wait. I am waiting for Alex Hunter and Mike Hunter. I will wait.

September 16, 1982

This is going to be a first meeting of the former chiefs and I had to arrange that we meet at least 6 times before the end of this month. I may have to meet these individually as everybody is so busy at this time of the season.

At 4:50 I called Mr. Alex Hunter and asked him if he will come to the Rectory for our preliminary discussion and Mr. Mike Hunter. Therefore; two of them were here at 7:00 P.M. then we started our informal meeting. We finished at 9:40 P.M.

I went home and retired for the evening.

September 17th, 1982

In the morning my wife told me that somebody had called home on collect by the name of Fischer thats my mistake. I should have left the other number like 21 for her to phone on collect. Therefore I shall phone her now.

The time is 8:45 A.M. September 17th,1982 I called to 267-1908 but oh no the phone is not working. I did place a call to Mrs Fischer at 9:40 A.M. she is willing to do typing but not to travel up to Winisk. Rate is $1.75 per page or at the hourly rate -- or average. She usually is at home in the morning and at the noon hour. She is open for home typing only.

September 17th, 1982 Friday at 11:10 A.M.

I received a call from Treaty 9 office and Miss Marylon Gaynon and she gave me the phone number (705) 256-5666 in Sault Ste Marie, Ontario apparently Deloris Rondeau is working for community and social services there. Thus it would be impossible to ask her to do typing for us. Miss Marylion will speak with the Director and see what she can come up with so I will wait for her call. I tried to phone 737-2957 no good 737-1489 and 737-2174 waste time and money

2:40 P.M. afternoon

I placeda call to Sioux Look Out, Ontario and spoke to Miss Laura Wood to ask her if she will be able to type for us but she can't type, I mean she can't type the kind of thing I have to do, maybe just plain chicken. Now I will speak with treaty 9 office.

2:55 P.M. phone to 267-7911 No help there either.

Now it seems like the only two to go, one Mrs.Ship; yet to contact me this afternoon and I will see what she will decide to do whether she will take the typing,let alone take the trip up here, but she was willing to do transcribing the taped minutes or summation of our meetings and follow up to the final paper to be submitted to the R.C.N.E. hearing, wait , there is Mrs Joyce Fischer who is also open to agree to do home typing and had lot of experience of this kind of job, but not travelling way up here to Winisk. So, I have two typists to choose from. If I can't get anyone I will have to do it myself and thats it.

The first Committee of Former Chiefs Meeting - Summary

In this first meeting of former chiefs of Winisk it was intended to meet each week during the month of September and October 1982 , there were to be nine (9) meetings, but, due to a late start and other things two weeks had past and 9 weeks had to be condensed into 6 weeks from this date.

At this time the season is always a busy season, every family has to get involved in preparation for the winter. Goose Hunting is on for everybody, beside the Goose Camp operation, housing construction and the rest , leaves very little time for anything else.

Therefore, the first meeting of these former chiefs has begun most of the procedure was to decide what is the best way to go about these meetings. The information required has mostly been obtained. Now there were few other things required such as probably films, stamps, office supplies to be purchased etc., mostly to get organized and gather the material required and other items needed.

The most important matter at this time was a need for a typist, so that the final recommendation be typed properly in required terms.

Therefore there is a need of a good typist with secretarial experience to be able to produce the final submission paper to the R.C.N.E. hearing out of these discussions which will be roughly written during our meetings as minutes.

I have informed the members of this committee that I had found a lady by the name of Mrs Ship who is willing to do typing for us but not sure if she will be able to do the right job etc., due to not having experience in our kinds of our dealings with the government thereby not producing the proper type of submission paper at the end. It was decided then that we should look and try to locate another person who would be more familiar with our kind of work.

1 - Recommendation Major Development on the decision making process.

That, the enterprises which will involve in any undertaking must inform the natives in the area so that they can prepare themselves to participate and share the natural resources to be extracted in the area or vicinity which will benefit them in the long term period.

Once these developments do take place there is usually an adverse affect. Therefore, careful consideration must be taken into account.

This committee is aware of the needs of Job Creation for the nation and that each province needs economic stability. The more jobs created provides tax to federal and provencial governments to provide services to society in need .

Therefore, we are not against any major developments but such developments should be controlled as not to destroy other minority economic bases such as natives of the area..

September 16th,1982 Summerization

First meeting of Former Chiefs Committee
on submission to the Royal Commission of Northern Environment.

This submission has been prepared with the financial assistance of the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission. They are solely the responsibility of Former Chiefs Committee.

There were members of this Committee of Winisk Bands former chiefs, but due to season and other reasons a complete assembly of these members was not possible at this time. Therefore, there were only 2 members and the recorder for this discussion session. The recorder which is also an organizer to act as a chairman and co-ordinate these meetings which were supposed to be a total of 9 meetings.

The arrangement has been made that due to being a busy season complete assembly will be impossible but discussion will have be done individually during the week.

Thus, this gathering was informal and discussion was limited due to this reason. Therefore the only thing that was done was to discuss the Royal Commission project and to arrange as to what exactly what needs to be done in term of type of topic should be discussed .

Thus the first procedure was to inform the two members regarding the Grant which has been obtained from the Royal Commission of Northern Environment of $4,925.00 which is considerably less than has been expected.

Next, was the need for a typist to do work on final material which will be actually submitted to the hearing . There was also consideration of what should be done as follows.

1 - Should committee members meet every week together and the minutes be taken each time, then summerized the last week of October 1982.

2 - Or should these meetings be taped along during the discussion period then be transcribed by the secretary each week, but there is no secretary in the community or even typist. The idea is to tape on the serious discussion during the session then these be translated into English on another tape and then send tapes to the typist in Timmins or whereever, to transcribe then into a proper type english language to be used in the final and proper typed submission paper.

Each discussion session to be written every week and be kept until the final meeting where the actual submission paper made and be typewritten by the typist and arranged in proper type setting of what ever is necessary.

This idea was discussed at this first meeting while the two members read and studied the informative materials they have with them.

Alternative:

There is $900.00 allocated for typist once we can find a person to do typing for these papers and we know what rate or charges there will be, then we can figure out how much I can actually expand this fund. We

discussed this matter at this first meeting. That is

1 - If we hope to submit a useful paper to RCNE hearing, then we should do a proper job and put our best effort into it.

2 - Thus, we mentioned bringing the typist with secretarial skills into our community to be present in our preliminary meeting and get her to feel the atmosphere and importance of our operation and what to accomplish by doing this.

3 - By doing so she might do a better job in doing the work required for us the committee.
Further,
If we can interest the Band Council to contribute by providing the travel expenses for a typist this can be done. Furthermore the council could share the typist if she would be willing to stay a few days in the community. The council could offer her her fee for the work she would for the council while she is here.

Thus, Mr. Hunter Jr., will talk with councillor (who acts as administrator) and see if he will be interested of this idea. If the council go for it, Mike will let me know and in turn, I will try to contact Miss Wood at Sioux Look, Ontario and ask her if she will be interested in working for us and I would do a telephone interview.

SEPTEMBER 30,1982

Time 1:00 P.M. I went to see one of the former chiefs by the name of Mr.John Jeorge Koostachin who resides on the old MoL base which is now used as a Winisk Goose Camp. My intention was to inform him that I had acquired funds from RCNE Grant for my project which I had briefly outlined to him prior to this along with the other chiefs whom I have called for this organization, Former Chiefs Committee.

The problem was that Mr.Koostachin had lost interest of our purpose and decided to get out of this venture or obligation Thus, I said , "thank you"and returned home.

I stopped by the Polar Bear Provincial Park Office to see my friend who also is one of the Former Chiefs and member of this committee. His name is Mr.Mike Hunter Jr.,. We were ready to have a coffee and a little talk, when to my surprise, Mr.J.J. Koostachin walked in to see Mr.Hunter Jr on a other matter. While he was there I asked him how the Goose Camp business was because he had worked there during the Hunting Season.

He said that it has been a very good season and all the hunters were satisfied. He was also very pleased everything had worked well.

I inquired about if their proceeding for ownership transfer had been completed because I had been told that him and his son-in-law had intended to take over this as owners and operate as partners. He said that it wasn't completed yet.

Therefore, we turned to discuss my project for former chiefs committee. We talked various subjects related to the work I wanted to do and hope to accomplish. We covered everything from this project and what it would mean to our children and us.

We talked about the white mans education and what it had done and caused us to be which to him was not favourable and was not pleaseing to him at all.

We talked about the ownership of the land in the Province of Ontario , the original ownership and how it was transfered to territorial government down to the present control.

Because of subjects like origional possession of the land,its transfer, treaties, terms and conditions, the past experiences between Indian and Colonial Government, Ruperts Land, the HBCO the Missionaries, the transcultural experiences in the past, recently up to the present , Mr.W.J.Koostachin, did not feel this former chiefs committee would not be much use to try anything. He didn't believe in the present RCNE Commissioner as much as he had with former RCNE Commissioner,therefore; stayed or maintained to decline as a member of this committee.

Mr.Mike Hunter Jr., and I tried to persuade him (Mr.Koostachin) to remain with the group as a committee member and talk with him for about one whole hour explaining the importance of such group activity for the benefit of our children. I did most of the talking , used many approaches, tactics, tricks , but, there was no use. Well, at times it seemed I almost succeeded in persuading him to reconsider but we ended up discussing many of the topics which could have been used in our submission paper, but not in a way that would have been acceptable on the RCNE Hearing and the follow-up.

Well, thats about sums it up for that matter. Mr.Mike Hunter Jr. and I left his office to take me back to my own transportation to the river and I came home with more confidence and determination to do this project even if it were only two of the former chiefs and I to remain in this committee. All I would really need is one former chief who understands and see the point, the meaning of this project.

Mr personal opinion is that most of these older people are too proud to make mistakes and need the assurance from strong white men with the authority to tell them , "yes it is important" and to be patted on the shoulder especially by the priest. Well I guess I'm not a very good one at that, but I don't need a priest or any other person but a little help to put together a submission paper in the form of recommendation to RCNE Hearing.

In this meeting two of the most respected members were able to sit down together and do a review so far what and how far we had gone. Hopefully within the next two weeks the Recommendations to the RCNE hearing will be done on time.

Thus Mr.Bird , read out few subjects being itemized for the members benefit. After this more information was given to the members for them to comment on. After one hour Mr.J.M.Hunter Sr., stated that to submit a recommendation to the RCNE hearing it is not necessary to be a lengthy one, but direct and in condensed form. The most useful thing to have would be he said that in the land use plan, sample would be much more important than words written, The native land use and its value is the subject here.

Since the Ontario Ministry and Natural Resources has been assigned to act as the custodian of our Indian lands by virtue of the federal government and that the two levels of government had assumed and claimed this land by treaty with Indians, thus it would only prosper to cooperate with these two governments in dealing with our lands.

Therefore, we should show our value and use of this lands before and after they took claim of this land.

Therefore, we would require the maps to show area in different colors for different use of the area, take for example;

Big Games

Area for Caribou (seasonal)

Area for Moose (seasonal)

Area for Migratory birds (seasonal)

Area for Canada Geese

Area for Snow Geese

Area for Varioux Ducks

Area for Fur bearing Animals

Areas of plenty , in different season, starting with spring season to summer, finally finding for winter. The beaver migrates too just like the other animals. This subject was dropped here as it was felt that this subject will have to be specified in next meeting.

The next main topic was aboriginal rights. Mr.J.M.Hunter Jr., brought about this subject in line with land use and Indian value which is stemmed from the aborigineees of this land.

He , Mr.J.H.Hunter Sr. made the members aware of the danger of losing native aborigional Right. He relates the advice from an elder whom he had heard before the second world war, the elder had said that the natives of this area should maintain their traditional culture and teach their children to remain indegendant in case of war. If the present government (North American with its allies) happens to loose out to their enemy and this country

is taken over by the invading force , then the natives would be taken prisoners along with the European Canadians even the whole of North America. Then the natives would be totally lost. Therefore, the native Indians should make every effort to retain their culture and traditional life style so that they can survive the nations tragedy if it ever occurs in North America. Mr. J.M.Hunter Sr. believes that we the natives of Canada even the North American Continent as a whole should prepare for the fall of American Power. The aboriginal rights should remain and retain so that the native people will always have something to fall back on if the Western Power should fall as the whole world is aware of continuing threat of the third world war. It is understood that if ever this kind of tragedy occurs there will be no hope for any human being to survive. Still there is hope for survival in spite of all this threat, the weapons that can be used in the war we are told are dangerous to all humans and the environment.

Therefore, our native leaders must maintain that we retain the aborigional rights. The native leader must stress this to the many levels of Governments especially those who are directly involved in the matter. It seems today that we (Indians) are continuously and slowly losing our culture. Present education system provided by DIND is taking over gradually each century, each decade and every year of our culture. We can not educate our children in our own lifestyle which is to be independent when one reaches maturity. There has to be a way to teach our children our own culture at the same time. Mr.Hunter Sr. had more to say of this topic. All the members agreed to this as

we had the same experience as all concerned families are.

Economic Development , this next subject was introduced briefly. First reviewing the past ventures up to the present.

Past - the experience had shown us that our only economic base has always been trapping. Trapping for a living then becomes less as most of our families had to stay in the community so that the children can attend day school each day and everyday during the ten months of the year leaving little time to do full scale trapping. Trapping for a living requires the whole family involvement. Therefore, when the family cannot move to the trapline the trapping cannot be economical. Trapping for a living then becomes hobby rather than livelihood.

Present - We have a Goose Camp operation as one of the basic economic development which has been set up in our area but it is only seasonal and does not provide income for everybody. There was the subject of further research to be done on Economic Development in our area, that which will be more long term in nature. Commercial Fishing was the next topic. One time in the past the community of Winisk had involvement in Sturgeon fishing during the summer. This venture was not successful as was expected but it shows that the Band were willing to do anything for themself, so therefore something in that nature

can be studied and tried again. These two former chiefs were eager to go along with anything to do with a self supportive venture on Economics for their own people.

Future - the subject of relocation was not taken seriously at this time but with the new ideas and new outlook to the relocation it was left out as unfinished business.

The meeting was closed for today.

AGENDA

OCTOBER 5, 1982

1 - The meeting with Chiefs and Council. Time 2:00 P.M. to whatever time required. This meeting is to ask the councils opinion.

2 - The Former Chiefs Meeting

Time - 7:00 P.M. to 9:00 P.M.

This group discussion is to deal with various topics which will eventually form an opinion to the order of subjects to be dealt with for the next discussion period.

This will be an informal discussion as to ease the tension. If any council member wishes to attend during these discussions they will be welcome. In fact it would help a lot for this group. Although they have been assured by the organizor of these former chiefs that the present council will in no way be interfering in their daily duties, still it would be an honour to have them with the committee at any time at one of these discussion periods. Their presence during these meetings would make this effort much more important for the committee.

..e, (former chiefs) have met one time with RCNE Representative the first week of August to inform us about the procedure for making an application for Grant from RCMP funding. At this time all four of the former chiefs were present except one by the name

of Alex Bird, as he was out of the community for an indefinite time.

Therefore, most of the members of this committee know how this committee is supposed to function and of its main purpose for its existence and formation.

The following topics will be introduced at the first formal meeting, the second to formulate the recommendation to be submitted to RCNE hearing.

Possible Topics of Discussions

1 - Brief History of Winisk

2 - The Present Situation

a) Education

b) Livelihood

c) Transition, and its affect

d) Future

e) Purpose of R.C.N.E. submission

I - History will be discussed:

a) Original State of Location of Winisk - aboriginie
- present

Region, Land, Education, Laws and Customs

b) European Contact (approximately what Century)

c) Type of intrusion to tradition

d) The latter intrusion

e) The force to abandon tradition

f) The total outcome (the product)

g) The alternative future

Topics of Discussion (continued) --

2 - The Present Situation

a) Education -

The present white mans education is not enough for Indian to live here without help or cultured education. To pass high school in white society then come back here to live is no good, waste of time and money. Because a new education system would be required for them to live here this is what is needed.

b) Livelihood -

In order to enjoy living in this isolated location you have to be raised on it from childhood to maturity, children need early training right through adulthood. Then (he or she) can truly enjoy cultured or traditional life style.

c) Transition and its Affect -

Since this community is only 28 years old it is still in a transition phase from traditional culture to the modern culture.

Part I will show you about this location as to why here ?

Since 1954 civilization was brought to Winisk for (us) to glimpse at what it is, what it means and what is its affect.

c) Transition and its Affect (continued)

It was at that time the actual transition from one culture to another culture took hold on the Minisk natives. It was the beginning of the end of traditional lifestyle, since then it has got worse losing more tradition all along. Today, our young people look at the traditional life as sport or something which was and not important today as it once was. Today our young people do not look back, but to the future, but the only thing they have seen up until now is that something can be had for nothing.

- What caused this ?
- What can be done ?
- What shall be done ?

These are the questions.

d) Future

The young people of today do not take traditional life style seriously, therefore, the new life style has to be taken into consideration ... follows:

1 - We, the elders and parents have to show our effort in trying to help our young people to have their foothold from where they can leap to the new way of life. If there is a way, we will find it.

d) Future - (continued)

2 - Looking into the future, around about us we will see plenty of ways to develop a new way to establish our young peoples pride just as our ancestors did to their descendents. But, we have to do it a bit different. We will not only gather and pick up what we need but, "dig" what we need, there is still plenty of Natural Resources in our land that can be shared by all Canadians. We will seek out our fellow-Canadians and their expertise to help us with our needs, thereby giving them our knowledge about our land in exchange.

Then we can actually fulfill our ancestors idea of "Treaty". Our ancestors expectations of the terms and conditions will not be forgotten by our generation.

e) Purpose of RCN Submission

This will be the new beginning. The end results of these topics will come out as the recommendation to be submitted to the commission.

OCTOBER 18th,1982

In this session was a review of the last meeting regarding the land use , mapping in small scale as sample. The definition of the value of land in the coastal areas and inland. This is to show how the natives of the area knew the migrations of the different animals like caribou and moose and winterizing areas of these species. The routes of the migration in the different seasons.

The first rough draft of the map is for the Polar Bears and Artic Fox. Artic Fox are said to be migrating in the latter part of November, going north from denning area the number 4 is used. Then number 2 in migration to north in December, number 3 in migration south in March of each year.

The Polar Bears use same area on the same map but little different than the artic fox because polar bears migrate in different routes. That is,starting from the coastal area in the month of August each year the females will go inland a little way with their last year cubs at this time usually till half mature then they would take their young ones back to the coastal area and leave them there to go inland again, this time to migrate to their denning areas to have their new baby cubs. This takes place in the month of November usually in the early freeze up. The female would have their cubs sometime around December of each year. She would then stay in the den approximately 2-1/2 months in the denning area. Then in the month of March she would take her cubs to the coastal area.

The male polar bears do not stay inland too long. They usually would go back to the coastal area as soon as the slush freezes up in the shores of the Hudson Bay, known as the coastal shores, they do not hibernate or do not stay in the inland for denning whatsoever. While they are inland they eat berries to change their diet at this time before going back to their regular eating habits such as seals and fish. For more detailed information for Polar Bears contact the Ontario Ministry of Natural Resources for the District.

Caribous - The routes and concentrated areas in the different seasons. The samples of maps will show these areas using the number of each areas of seasonal migration. Number 1 concentration areas , number 2 the hunting areas in the winter and further explanation of movements of the herds due to snow conditions in the period of any decade.

The predators disturbance of the herds of their settled winterizing area such as wolves causes them to relocate for the winter.

Human interference also contributes to the herds establishing settled areas for the winter. Winterizing the herds last for the period from January to the end of February. The migration then starts around in the middle of March up until the end of April.

Moose - The routes and concentrated area of winter season will also be shown on the map sample of our land use in natives value. The number 1 and number 2 will be used to show these areas. This game animal behaves similiarly to the caribou, but, emerged to be plentiful in a period of 10 to 20 years cycle. They mostly concentrated in the river system and the thick forest areas. These areas are the same area where these big game animals are hunted by natives.

There are other samples of maps to be made during the last week of October 1982 to be kept by this committee in case the commission requests them. In the submission papers this will be in the form of a Recommendation in hopes to be passed on to the Ministry of Natural Resources of Ontario.

Therefore; it is a sincere hope that the Ontario Government will take this matter seriously and take proper action in this regard.

This Committee is aware of the past actions of the Ontario Government in treaties, claiming the native own lands of this country as a custodian on behave of nation.

In spite of this our people still consider this land theirs because of unfairness of the treaties due to the lack of communication at the time of the signing of treaty #9.

With this the discussion period came to an end thus the meeting came to an end.

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R.C.N.E. PUBLICATIONS DEPOSITORIES

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TORONTO	Legislative Library, Technical Services and Systems, 180 Bloor St, West, 5th Floor
	Metropolitan Toronto Public Library, Social Sciences Department, 789 Yonge St.
	Canadian Association in Support of Native Peoples, 16 Spadina Road
	York University Government Documents & Microtexts, Administrative Studies Building, Room 113, 4700 Keele Street
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Fort Frances
Chamber of Commerce

OFFICE OF THE SECRETARY · 807-274-5773 258 SCOTT ST. BOX 237 FORT FRANCES, ONT. P9A 3M6

July 13, 1982

The District Manager
Ministry of Natural Resources
Fort Frances, Ontario

ATTENTION: Mr. Robb Anderson

Dear Sirs:

RE: FORT FRANCES LAND USE PLAN

We now provide our overview and recommendations regarding the above plan.

Firstly, we wish to record that obviously a good deal of effort was expended in making the plan comprehensive and understandable. The report was easy to read and our job was certainly made easier by its orderly and logical layout.

Generally speaking the Fort Frances Chamber of Commerce is supportive of policies which are made to achieve full objectives of timber harvesting. It is, afterall, the pulp and paper as well as the sawmill industries which provide the economic backbone of our community. As well, we support the making of an environment whereby the tourist camp industry remains viable. Tourist operators also represent a very important aspect to our economy. We are less supportive of campers who to a large extent add little to our economic well-being as such, we do not place any support behind a policy to establish additional wilderness or water route nature preserves. It makes no economic sense to us that large tracts of land be set aside for so-called public use and virtually waste the forest reserves located therein.

Having said all the foregoing suffice it to say that we are in favour of Option A, subject to the following:

1. At present there is only one public beach available to the Fort Frances public, Point Park. As you are aware this park is presently under lease and when this expires, for one reason or another, the lease might not be renewed. We therefore feel strongly that a day use facility be developed by the Ministry in an area close to Fort Frances with water access and beach facilities.

NOV 10 1982

. . . 2

2. The report, in a number of areas, outlines and identifies certain problem area but makes no recommendation about a solution. Presumably, this is because policy change recommendations do not form part of the plan but, it is our opinion that some major concerns which affect us all should be addressed. These are as follows:

1. The houseboat problem is adequately identified (page 37) but not dealt with. The Chamber has made a number of submissions on this subject going over many years. We think the time to act is now.

2. It is a fact that material suitable for saw wood or railway ties is delivered to the local pulpwood mill. We feel this is misuse of a diminishing resource and recommend that changes in policy be made to make the sorting out of this saw log material mandatory.

3. The declining fish stock inventory is a major concern to the Chamber. We think that the institution of a stocking programme is vital and necessary to the survival of tourism. We do not agree with the reports suggestion that a de-emphasis of fishing camps to be replaced by family camps. This is a virtual wilderness area here without the facilities for a viable "family camp" enterprises.

4. No mention has been made with respect to wild fowl production despite the fact that the area in the past has produced excellent sport shooting. We favour establishment of protected areas to build-up wild fowl stocks.

5. There appears to be nothing written into the report to protect cottagers lands from timber harvesting. Please clarify if Option A would permit such harvesting up to lake side.

6. Road building policy (pages 9, 10 and 11). We find the stated policy to be too vague. It continues to be our policy that public usage of crown timber roads be curtailed. It is important that the input of tourist operators be sought before road building plans are finalized.

As outlined the major thrust of our concerns are for continued high level utilization of our timber resources. While tourism is an important aspect of our economy, the control over this sector is excerised by several Ministries, (Ministry of Industry and Tourism, Ministry of Northern Affairs, Ministry of Natural Resources, Customs, etc). It is hoped that through a co-ordinated effort of these bodies, a plan which recognizes the frailty of the tourism industry can be developed. We urge therefore that input into this plan be considered from the many sectors which it effects.

Yours truly,

Gordon McBride, President
FORT FRANCES CHAMBER OF COMMERCE

RS/DM/mg

xc: Mr. W. T. Foster, Deputy Minister, Natural Resources
Mr. Alex Ogden, Emo Chamber of Commerce
Rainy River Chamber of Commerce
Atikokan Chamber of Commerce
Kenora Chamber of Commerce
Dryden Chamber of Commerce
Fort Frances Times

AN ECOLOGICALLY SOUND APPROACH TO DEVELOPMENT IN NORTHERN ONTARIO

A Submission by

THE CONSERVATION COUNCIL OF ONTARIO

to

THE ROYAL COMMISSION

ON THE NORTHERN ENVIRONMENT

Chief Researcher and Writer

SIMON MILES

This Submission was discussed at the meeting of the Conservation Council of Ontario on Wednesday, 27th October, 1982 and approved by the Executive Committee of the Council on 9th November, 1982

This submission has been prepared with the financial assistance of The Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission. They are solely the responsibility of the Conservation Council of Ontario.

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THE CONSERVATION COUNCIL OF ONTARIO

The Council is a non-profit, non-political, public service body. In its membership it has enrolled 32 of the major provincial associations that have an active concern for the quality of the environment, and outstanding individuals having fundamental knowledge and experience in phases of conservation. Total membership of its constituent organizations exceeds one million persons.

The services of these people are freely given and unselfishly dedicated to the advancement and application of conservation principles.

In brief, its aims and objectives are as follows:

(a) To promote the welfare of all persons by encouraging the conservation, restoration and best use of natural resources of soil and water and the life sustained thereby;

(b) To promote the co-operation of organizations engaged in various phases of conservation and related human betterment;

(c) To promote the co-ordination of the activities of conservation organizations;

(d) To provide the opportunity for representatives of environmental and conservation organizations to meet on common ground for the planning and development of conservation programmes, at both provincial and regional levels;

(e) To institute and encourage research in all phases of conservation and to stimulate public education, particularly that of the younger generation, in the conservation of natural resources; and,

(f) To co-operate with other organizations and governmental agencies having the conservation, restoration and development of natural resources as their objectives.

FOREWORD AND ACKNOWLEDGEMENTS

This brief is submitted to the Royal Commission on the Northern Environment in response to its request, made to the public in July 1982, for views focussing on perspectives on development and the decision-making process relative to the concerns of the Commission in Ontario north of 50°.

The Conservation Council submitted its first brief to the Commission in 1980 and, in keeping with the focus of the Commission's work at the time, it had addressed a number of issues in the North. Thus we welcomed the opportunity in this brief to step back from the issues and elaborate on the key dimensions of what we see to be the desirable approach to development in the North, and elsewhere in Ontario, namely that of ecologically sound development or, as it is also called here, ecodevelopment.

On behalf of the Council I would like to thank the many persons who contributed to this brief. In particular we are most indebted to Mr. Simon Miles, a member of the Executive of the Council and an international consultant on economic, social and environmental development and public administration for conducting the research and writing the brief. The four Council members - Professor George Francis, Arlin Hackman, David Hardy and Professor Bruce Hodgins - who conducted a thorough review of the brief prior to its discussion by the Council, are also owed a special note of thanks.

Many other members of the Council and many persons outside of the Council were consulted and gave freely of their time and experience. To each of them we should like to extend our gratitude. Not least, however, the Council is deeply appreciative of the financial support provided by the Commission to assist in the preparation of this brief.

The Council discussed the submission at its meeting of 27 October, 1982 and made certain modifications to the recommendations. These were incorporated into the final draft which was approved by The Executive Committee on 9 November, 1982.

Arthur Timms
Executive Director
Conservation Council of Ontario

EXECUTIVE SUMMARY

The intent of this brief is to suggest improvements to the public policy-making process, as a steering mechanism, in bringing about improvements to the quality of life of persons living in Ontario north of 50°.

The Conservation Council believes that the fundamental problem with the policy-making process is that it is not in tune with the changes that have been taking place in the development process which it is meant to be steering and which provides the larger context within which it is operating. The Council argues that current uncertainty, the confidence crisis, etc., are but symptoms of this lack of synchronization and that future efforts to minimize these symptoms will have to recognize the need to respond to the more fundamental changes in the development process.

Thus, to render the policy-making process more effective as a steering mechanism will require, among other things, far more attention to human and environmental concerns, in addition to the attention already given economic and technological considerations. This will mean an altered view of both what it is that is to be sought of development and how it is to be brought about. It will also require that far more attention be given to what is happening outside of Ontario and how it affects Ontario. In short, development activities should be more conducive to human fulfillment and self-reliance, sustainable over time and globally viable at any one time.

To render these principles of ecologically sound development operational, a tentative list of policy considerations and ground rules is suggested. Just what it would mean to apply this approach to the improvement of conditions for development in northern Ontario is illustrated by reference to the natural environment, land use, technology, the economy, and institutional structures and decision processes.

Finally, some suggestions are made as to the steps to be taken in introducing the recommended approach.

MAJOR CONCLUSIONS AND RECOMMENDATIONS OF THE CONSERVATION COUNCIL OF ONTARIO

Note: The recommendations are in bold type.

Section I: Introduction: The Argument in Brief

The Introduction outlines the objectives of the brief, its approach and the case for modifying the public policy-making process in Ontario to be supportive of ecologically sound development.

Major points are:

1. The Council suggests that the introduction of any major improvement to the public policy-making process in Ontario requires not only that the process should closely reflect the changes in the larger context within which that policy-making is taking place but that particular advantage be taken of favourable developments in that larger context.

2. The Council believes that the gradual increase in public awareness of the benefits of ecologically sound development represents just such a favourable development and that, in the interests of both northern and southern Ontario, the Government of Ontario would be wise to take advantage of it and foster it.

Section II: Broader Considerations Relating to Public Policy-Making In Northern Ontario and Elsewhere

This two-part section identifies the root causes of the problems relating to public policy-making for northern Ontario and outlines the characteristics of the ecodevelopment model to show how it can provide the needed response.

II.1 Defining the Problems

This sub-section analyses the changes in the larger contexts within which the public policy-making process takes place. It explains the key characteristics of today's public policy-making process in terms of the changes in these contexts and, in turn, illustrates how the shortcomings of these characteristics are expressed in the problems facing northern Ontario.

Major points are:

1. The key characteristics of the current public policy-making process are: lack of a sense of direction; lack of leadership; short time horizons and contingency planning; lack of ability to produce alternatives; and, power diffusion. Whereas there are some attractive features to power diffusion, in sum these characteristics add up to a vacuum in public policy-making (the "Age of Uncertainty").

2. The key features of the changing contexts, that can more properly be regarded as the causes of these shortcomings, are:

   a) the beginnings of a shift in values which is leading to an uneven, conflict-ridden shift in the development paradigm (or, simplistically, a shift in not just what we want to do and how we want to do it but also WHY); and,

   b) changes in the scale and nature of the development planning space (which also contributes to the paradigm shift).

3. To resolve the problems of, say, resource management in the North, it is necessary to understand and deal with these more fundamental changes in the contexts. In this respect, the Council makes one specific recommendation: **the Commission should urge the cabinet to have the Ministry of Intergovernmental Affairs play a far more significant part in monitoring and interpreting international developments as they impinge upon Ontario.**

4. Ontarians have a choice between exhibiting panic or genuine concern about the near-term future. If we are to take the latter and more likely route, it will involve a paradigm shift.

II.2 The Needed Response: Ecodevelopment

This sub-section outlines the proposed new model of development that is the product and reflection of the proposed paradigm shift. The model is explored in terms of how it responds to the current needs of public policy-makers.

Major points are:

1. The Council believes that a shift in our development paradigm is occurring now but it is being given inadequate attention relative to its merits. An active promotion of the paradigm shift would involve more attention being given to:

   a) social and environmental development as components of societal development;
   b) the context within which we do things to better our own and others' lives; and,
   c) the way we do those things.

2. The Council further believes that it would be in the interests of Ontario society, and especially those in the North, if the Commission were to urge the Government of Ontario to more formally promote this shift.

3. If the proposed model of ecodevelopment, based on this paradigm shift, is to be of value to public policy-makers qua policy-makers, it will have to:

   a) indicate what is meant by development;
   b) indicate what is contributing to that development;

c) identify the context within which public policy trade-offs are made;
d) give a sense of direction to development; and
e) explain what is happening in the development process.

4. The Council believes that the ecodevelopment model responds well to those demands. Particularly important characteristics of the model, relative to the above demands are as follows.

a) The model makes clear that it is human development that is central to the meaning of development.
b) The model sees the interaction between individuals (and groups) and their various environments (or "developmental environments") as the sine qua non for real development.
c) Thus the contexts within which public sector trade-offs are made are defined on the basis of the options for interaction that may be closed off or opened up to individuals and groups.
d) To guide the making of public policy aimed at improving the potential for this interaction, the model offers three fundamental principles, namely that the resulting activities should be sustainable over time; reflect distributive justice and thus be globally viable at any one time; and, promote to the extent possible self-reliance and human fulfillment. These three principles are given further expression in ground rules for a continuing process of ecodevelopment.
e) The principles and ground rules can be used to guide actions aimed at assessing the quality of, or improving, the interaction, or potential for interaction, in various ways. They may aim to improve conditions in the developmental environments; or improve the capacity of the individual or group to take advantage of the potential in the various environments; or improve the quality of the processes of interaction.

III. Ecodevelopment Applied to Northern Ontario

The sub-section no more than illustrates the implications of applying ecodevelopment to northern Ontario. This is done for each of five developmental environments.

Major points, relative to each developmental environment, are:

III.1 The Natural Environment

1. The Council is concerned about the pressures on the environment south of 50° being transferred to north of 50° with its very much more fragile natural environment. As a general policy measure, the Council recommends that **the Commission should examine various ways of obtaining "more from less" through planning with nature with a view to reducing pressures on natural ecosystems both north and south of 50°.**

2. The Council is very concerned about the pressures on the forests in the North and recommends that **the Commission should:**

a) **organize a thorough debate on the conclusions of, inter alia, the Lakehead University study in order to obtain a clear understanding of what is known and not known about Ontario's forest resources;**
b) **urge the Government of Ontario to give greater encouragement to those techniques that: make more efficient use of wood fibre; enhance possibilities for successful reforestation; and/or in other ways reduce demands on our forests;**
c) **urge the Government of Ontario to co-operate with Environment Canada in the introduction of the federal Program for Forest Renewal announced 2 September, 1982.**
d) **urge the Ministry of Natural Resources to: closely monitor company reforestation; demonstrate preparedness, as called for under the Forest Management Agreements, to act on failures to comply with the FMAs by reducing the company's allowable cut; and, report annually to the public through a "forest audit";**
e) **explore ways in which the government could assist northerners to market energy products, such as methanol, produced from wood wastes;**
f) **explore the feasibility of having companies finance reforestation in return for reducing taxes or other charges.**

3. With regard to parks policy, the Council has recently conveyed to the Minister of Natural Resources its views in response to his announcement on 12 March, 1982, on parks system planning. We recommend that **the Commission should give careful consideration to the points raised in the Council's letter to the Minister for Natural Resources dated 26 May, 1982.**

4. With regard to wildlife management, the Council is pleased to note the scaling down in harvesting expectations and the needs of native peoples being given priority in the final versions of the Strategic Land Use Plans.

III.2 Land Use

1. The Council concurs with a major conclusion of the Crown Land Recreation Study, Phase 2 that the North, as compared with the South, makes possible a very different approach to the allocation of land use on a regional basis in which conflicts can be minimized with greater ease. We therefore recommend that **the Commission should give consideration to the principles developed for land use allocation in the Crown Land Recreation Study and the possibilities of their broader application.**

2. The Council is concerned about the plight of the native people in the North who wish to continue to make a living from the land. We urge the Commission to reflect in its final report due consideration of ways in which a far more human approach can be taken to meeting the land requirements of those Indians and Metis wishing to derive their living from the land in a sustainable manner.

III.3 Technologies of Infrastructure

1. The Council recognizes that the choice of the most appropriate technologies to perform a task aimed at enhancing opportunities for development can be made only with a clear statement of the purpose of the undertaking to be served, and of the relevant conditions, resources available and time horizons. However, the Council wishes to draw attention to the value judgement inherent in the making of the choice. The Council recommends that **the Commission should explore ways for furthering the development, promotion and use of technologies that internalize those costs, incurred by their users, which have traditionally been externalized as social and environmental costs.**

III.4 The Economy

1. The Council believes that the most fundamental point about the management of the northern economy and, indeed, about societal development policy in the North, is that if the North is to be anything other than a hinterland economy, completely dependent on decisions made in the South, by those corporations and the Provincial Government which control the capital, and suffering all of the consequences of the boom and bust cycles that afflict resource extraction industries, then the Province has to commit itself to a positive policy of guided transition to sustainable, globally viable and humanly fulfilling development. The Council believes that such a policy could be adopted. It would call for: a readjustment of distributive mechanisms; an expansion of the renewable resources base; and more attention to education and training. It should not, however, envisage a major expansion of population north of 50°.

2. Whether or not such a comprehensive policy position is adopted, there is considerable scope for improvements in various activities. Examples are:

   a) The Council recommends that **the Commission should urge the Ministry of Natural Resources, in collaboration with the Ministry of Agriculture and Food, to identify the land that the Province expects to designate for agriculture in the Northwestern Planning Region and to indicate how it will be retained for agricultural use.**
   b) The Council recommends that **the Commission should examine the feasibility of the Government of Ontario buying up egg quotas at market prices and leasing them to northern producers.**
   c) The Council recommends that **the Commission should explore ways in which cheese and beef production could be further encouraged in these northern regions.**

III.5 Institutional Structures and Decision-Making Processes

1. The Council believes that more attention needs to be given to the impact that institutional structures and decision processes have on socialization processes and thus on the development of the capacities of the people working in or with them. Thus, the Council recommends that **the Commission should urge all provincial ministries to make**

that the development of human capacities is a goal of their policies. For each ministry this requires:

a) more attention to the smooth-working of the channels of communication used;
b) fewer attempts to standardize people's modes of contributing ideas, etc., relevant to public decision-making;
c) more responsibility being given to local communities to build up the capacities of their residents to participate in larger decision arenas; and,
d) more attention to the cultural differences that pertain in the North.

2. The Council has identified a number of "demands" that are made of governmental machinery and which have to be satisfied if it is to serve a region effectively. We believe these are relevant to the North but that they are not being satisfied. The Council therefore recommends that **the Commission should explore ways in which these demands could be satisfied in the instance of northern Ontario.**

IV. Key Considerations in Introducing an Ecodevelopmental Approach

The ecodevelopment approach is but one alternative to be considered by the Commission. Even more fundamental is that public policy-making processes be adjusted to encourage the generation of alternatives. Thus, before considering what is involved in introducing ecodevelopment, attention is given to these more fundamental requirements.

IV.1 General Considerations Relating to the Maintenance of a More Open Policy-Making and Planning Process

This sub-section addresses some of the needs of any public policy process that is to generate real alternatives responding to a fast-changing world and also to regain the confidence of the public.

Major points are:

1. The Council recommends that **the Commission should consider the feasibility of having the Government of Ontario finance: a futures studies institute that is multi-sectoral in its concerns and serves all of Ontario; and more policy research that is free to be critical of government policies.**

2. The Council recommends that **the Commission should urge the Government of Ontario that, in those instances in which the Province intends to involve the public in decision-making, there be clearly understood arrangements for the use of the inputs derived.**

3. The Council recommends that **the Commission should explore ways in which the quality of information available to the lay public can be improved, especially in terms of its inclusion of all relevant material in an easily digestible format (e.g. a short document indicating**

precisely where we stand as a Province regarding our forests, with annual updates through the recommended "forest audit") and the timing of the provision of information.

4. The Council is pleased to note the increasing tendency of the government to financially assist public participation and recommends that **the Commission should propose guidelines on the provision of financial support for assisting participation in public decision processes.**

IV.2 Specific Considerations Relating to the Introduction of an Ecodevelopment Approach

The sub-section outlines both the stages involved in introducing this approach and specific changes that would be desirable within the public sector machinery.

Major points are:

1. Relative to the process of introducing this new approach, particular importance is attached to the development of an understanding and a commitment. Such an exercise is to be seen in part as a learning process, involving continuing recasting and refining of policy - something that is only possible with good quality information and a preparedness to generate real options.

2. The Council recommends that **the Commission should urge the Province to initiate such a process on a trial basis relative to certain specific issues.**

3. Relative to the modifications to the provincial policy co-ordination mechanisms, the Council recommends that **the Commission should urge the cabinet to:**

   a) **establish more formal links between each of the policy field secretariats and all ministries in order to ensure a broader consideration of relevant matters when formulating a particular perspective;**
   b) **supplement this with the assignment of an appropriately qualified officer in each policy secretariat to identify important interrelations to be examined relative to any one policy consideration;**
   c) **make necessary changes to the terms of reference of policy ministers.**

4. The Council recommends that **the Commission should urge the Ministry of Natural Resources to act on the recommendation of the Crown Land Recreation Study, Phase 2 which calls for a further reorientation, in its organization, towards performing functions as opposed to producing products.**

5. The Council recommends that **the Commission should examine the feasibility of establishing a form of regional government for the study area (possibly taking in parts of Ontario south of 50°).**

IV.3 Specific Considerations Relating to the Environmental Assessment Act

The sub-section draws attention to the changes that the Council would like to see in the administration of the Act.

Major points are:

1. The Council recommends that **the Commission should give careful consideration both to the points raised in the Council's brief to the Premier of Ontario on Exemptions to the Environmental Assessment Act, dated 27 May, 1982, and to the application of the broader considerations raised throughout this current brief pertaining to: the articulation of the purpose of development; the qualities to be sought and maintained in our developmental environments and the characteristics to be minimized; the definition of the study area; citizen participation; and the provision and quality of information.**

2. The Council recommends that **the Commission should urge the cabinet to proclaim the application of the Act to major undertakings by the private sector.**

I. INTRODUCTION: THE ARGUMENT IN BRIEF

This brief from the Conservation Council of Ontario to the Royal Commission on the Northern Environment is in response to the Commission's Funding Program circular of July 5th, 1982. In this circular, the Commission expressed its interest in receiving written submissions that will focus on development perspectives and on the improvement of the on-going processes of decision-making and management of Ontario north of 50°. For the benefit of readers outside of the Commission, the short description of the Subject Matter of Enquiry, appearing in the circular, is reproduced in Appendix I.

The Conservation Council is pleased to note the emphasis that is being placed upon development perspectives and on-going processes of decision-making. For, although the terms of reference of the Commission have, of course, remained unchanged, this emphasis is interpreted by the Council as a shift away from the earlier emphasis on specific issues - best illustrated by reference to the Reed Paper Ltd. proposal to build a pulp mill complex near Ear Falls based on 19,000 square miles of timber limits and to the West Patricia Land Use Plan which inspired the initiation of the Commission.

The Conservation Council welcomes this shift in emphasis, recognizing that, while some of these earlier issues may have "faded away" in the current economic climate, new issues will continue to arise over time and that the important requirement is to establish a decision-making process that is designed to ensure appropriate consideration of the particular requirements of the people and the dictates of natural environment of the region.

In its earlier submission to the Commission in February 1980, the Conservation Council presented a brief summary of what it sees as some guiding principles and then proceeded to analyze, in the light of these principles, a number of key problems currently facing the North.

Given this shift in emphasis of the Inquiry, the Conservation Council sees it as appropriate to step back from the specific issues and to elaborate upon what is meant by an ecologically sound approach to development, the principles on which such a philosophy of development is founded and the ground rules that give expression to those principles when it comes to incorporating such a philosophy into development practices and programs. In short, this brief has four objectives. They are as follows:

1. To articulate the Conservation Council's perspective of the need for an alternative approach to development in northern Ontario.

2. To identify the fundamental principles of what the Conservation Council views as an appropriate alternative philosophy of development - namely ecologically sound development or, as we refer to it here, ecodevelopment.

3. To identify the ground rules to be observed in the formulation and implementation of policies and programs for all aspects of ecologically sound development in northern Ontario.

4. To identify the key considerations to be observed in introducing this alternative approach to the development of northern Ontario.

The approach taken is to focus upon the public policy-making process, rather than the more general decision-making process, since the concern of the Council in this brief is more with the broad thrust and pattern of development in the North rather than with everyday decision-making. This is not to deny, of course, the need for the appropriate decision-making machinery to implement the policies. Their introduction, however, is contingent upon acceptance of the proposed policy thrusts.

The assumption being made by the Council is that modifications to the policy-making process should lead to improved development in the North. However, the assumption is based on the proviso that we, as society, first have a sound understanding of the key characteristics of the policy-making process in Ontario, its shortcomings relative to the demands that are being made of it and the underlying forces that explain its shortcomings. Since this proviso is so central to the Council's argument for the adoption of an alternative perspective on development, Section II attempts to provide the basis for this understanding. This is initiated in Section II.1 by looking at the larger context within which policy-making processes in the western world have been evolving in recent years. This broader perspective helps to distinguish between the symptoms and the root causes of the "uncertainty" with which the public and all policy-makers are living today. It also serves to underscore that the questions being asked about the North are being asked about many other places around the world. The North is not so much a special case as it is an extreme case in which the symptoms affecting most of the world are felt very intensely because the underlying forces are very evident.

Just as important, however, this analysis makes clear that the policy-making process in Ontario, as in other western countries, is very much a product of its larger context to which it is linked. If the links are loose, the policy-making process tends to be "out of synch" with the development process. It also means that it functions less effectively as a steering mechanism. Thus, it is important that the policy-making process fairly accurately reflects the context. More importantly, any real improvements in the policy-making process call for a concerted effort in supporting what are seen to be more positive elements or forces in that changing context.

This, quite obviously, calls for a value judgement as to the positive elements in the changing context. The judgement made in Section II.2 of the brief is that, if the policy-making process is to provide a response to the continuing uncertainty, then active encouragement needs to be given to bringing about a further shift in our development paradigm and thus a clearer articulation of a new sense of direction that more people want to take. This paradigm shift is already taking place; it is slow but it is appreciable. By "development paradigm" is meant both our concept of development and our interpretation of its application through a distinctive process. At the current time, our body politic is clearly split, and particularly so in the North, over the development paradigm with which it identifies. However, the Conservation Council senses that

more and more people are beginning to recognize that the paradigm that they are attempting to articulate is that of ecologically sound development or, as we call it here, ecodevelopment. Some may question whether this shift is taking place and whether it is maintaining its momentum. Of course, there are "wrinkles in the big curve" but, looked at in the context of the last three decades, the shift has been enormous and is involving more and more people. These people are beginning to recognize that coherence has been missing in our policy-making processes until now because we have not given sufficient consideration to the inter-relations between phenomena in the development process. In short, ecology, or the study of relations between organisms (including Man) and their various environments, has been absent.

The concept of ecologically sound development, applied to the development of Ontario society (including, among other things, the development of its resource base), reflects this consideration for the importance of sound relations in the development process. For any action to be ecologically sound it has to satisfy certain principles - notably those of sustainability over time, distributive justice or global viability and self-reliance or human fulfillment. The Conservation Council believes that it is these principles of ecologically sound development that should underpin all development and, therefore, all aspects of societal development policy pursued by the public sector.

The relative absence of these principles in the policy-making for Ontario is accounted for by the looseness of the linkages between the policy-making process and the changing context. For that policy-making process to become an effective steering mechanism, which can facilitate a more self-reliant, viable and sustainable development in the North, there have to be adjustments to the policy-making process not just in the North, but also in the South. This calls for the adoption of an alternative approach to development that is, as the Conservation Council sees it, rooted in a thorough understanding of the principles of ecologically sound development. This case having been argued, Section II concludes with an elaboration of the principles and the development of an initial checklist of ground rules that can be used to put these principles into practice.

Section III illustrates the implications of the application of these principles and ground rules to the improvement of the various components of the developmental setting or, as they are called here, the developmental environments, in the North. When we speak of northern Ontario or the North in this brief, we are generally referring to the area north of 50°. However, like the Commission, we recognize that it is more important to direct our attention to conditions and phenomena rather than a specific area and that these are, in many instances, inextricably bound up with conditions and phenomena south of 50°. Generally, therefore, we have preferred to use terms that allow for a more flexible interpretation.

Section IV concludes the brief with the identification of some of the key considerations bearing upon the introduction of such an approach to development.

II. BROADER CONSIDERATIONS RELATING TO PUBLIC POLICY-MAKING IN NORTHERN ONTARIO AND ELSEWHERE

II.1 Defining the Problems

A clear sense of the dimensions of a problem is an essential prerequisite to its solution.

It is the view of The Conservation Council that one of the most significant problems facing the Royal Commission in its work is to come up with a clear sense of the nature of the problems it is meant to be dealing with. This is by no means said facetiously. Public policy-makers in all parts of the world appear to be confronting a similar dilemma at the current time. This, in turn, suggests to the Council that a large part of the problem facing both the Commission and policy-makers in general is to be found within the public policy-making process itself and, more importantly, within the context within which the process operates.

Since a major contribution to defining a problem is to understand its context, we believe it to be instructive to step back and look at the larger context within which public policy-making takes place in Ontario and elsewhere. We do this here and we believe that we have sufficient evidence to argue that it is the rapidity and extensiveness of changes within this context, or more specifically the various contexts, that account for the current characteristics of the public policy-making process and the symptomatic "problems" to which they give rise. Only against this background is it possible to consider how the needs of the policy-makers and the public can best be met.

We turn first to the consideration of the changing context for public policy-making.

II.1.1 The changing context for public policy-making[1]

Public policy-making is, or should be, concerned with the public sector's role in resolving the problems and enhancing the opportunities relating to the realization of the potentialities for development that individuals and groups may confront in certain settings.

Many of the problems confronting the policy-maker are extremely complex. Consciously or otherwise, the public policy-makers (and members of the public) place these problems and deal with them within certain contexts. If we are to better understand the problematic characteristics of the policy-making process at the current time, then we need to define more clearly these contexts within which the policy-maker works. For purposes of description we shall call these contexts the substantive, the procedural and the spatial contexts, each of which is a facet of that broader context - the societal development process. However, there is one other context of significance. Resolving problems also calls for an awareness of the even broader, perceptual context, or spirit of the age, within which we are placed and from which we view the problems and, most important, the future and the possible solutions to the problems.

As has been observed, each of these contexts is changing. A better understanding of their nature and the direction of their change makes it easier to understand why we perceive problems in a certain way and why certain obvious "solutions" suggest themselves. It is also easier to assess whether those solutions are well founded and it should also be easier to identify other more feasible approaches. Most important, for our particular concerns here, however, is that the same can be said when we are looking at the problems of the policy-making process per se. Hence the value for the Commission, and for the Government of Ontario of course, of a sound understanding of the changes in these contexts.

We start with a look at the spirit of the age.

II.1.1.1 The spirit of the age

Our perceptions of the world around us and our expectations of it are very much influenced by the spirit of the age. This applies as much to the cabinet minister as it does to "Joe Citizen". It is a limiting factor: just as we are prisoners of our own culture so, too, we are prisoners of the spirit of the age. But it does change. Indeed, it has shown an appreciable shift in the last thirty years. And it is largely for this reason that there has to be a re-assessment of societal policy-making processes and the supportive structures which necessarily tend to be less susceptible to change. To obtain a better sense of the significance of the spirit of the age, it is instructive to cast an eye back over the last three decades.

In the Fifties and Sixties there was a fascination with technological developments, a faith in economic growth and a confidence in the future. This was perhaps more marked in the industrialized than the developing countries. In the southern part of Canada, for example, the big cities of Toronto, Montreal and Vancouver became vast building sites, while for the northern part there was much talk of a grand scheme of service settlements in a country-wide corridor designed for the exploitation of natural resources. However, it was also in large part due to the quantum leap forward in technological developments that the same, or a very similar, spirit pervaded all countries. This technologically-oriented mentality also put the first man on the moon. It was followed by a more disinterested and intellectual approach to problems. In Canada, for example, the late Sixties was the time when Marshall McLuhan had the ear of our Prime Minister. Multi-disciplinary approaches began to be devised to deal with "unanticipated side-effects" of the excesses of the technological determinism. York University, for example, launched its major inter-disciplinary graduate Faculty of Environmental Studies which was a very ambitious undertaking for its time. The essential point, however, is that at least the problems were seen as soluble and the "fix" was still, mistakenly, thought to be relatively "quick".

Today, we are in the Age of Uncertainty. It pervades all countries, oil producers included. Although it was reinforced by the shock the world received in 1973 from the sudden exercising of power by OPEC, this uncertainty had its origins in the questioning of the environmental and social side-effects that began to appear most obviously in the Sixties. Just as the desire to acquire "plenty" after the deprivations of the war years

led to the fascination with the technological spin-offs from the war, so this, in turn, led to the "unanticipated side-effects". The questioning was at first informal but nonetheless very pointed, as the disturbances of 1967 and 1968 in America, of 1968 in Paris and 1970 in Poland testified. Canada was far from immune to this questioning. Quebeckers have sought their cultural identity, native groups have sought to legalize land claims, and urban dwellers have fought over buildings, expressways and ravines. In short, an increasing value was being attached to ties with people, places and things as a number of the new options promised by technological advance failed to add to our life chances and indeed closed off other options.[2]

With these manifestations of a social backlash to an economically and technologically-led development process becoming visible to all, the questioning began to become more formalized. Even the United Nations, in its conferences organized to examine pressing issues common to many countries, began to provide parallel non-governmental fora for what at first were probably regarded as a counter view and which later became accepted as a genuinely alternative view. Indeed, it was at the first of these conferences - the United Nations Conference on the Human Environment, held in Stockholm in 1972 - that Maurice Strong, the Secretary-General for the Conference, coined the term "ecodevelopment" in his attempt to put a label to the concept of development that more and more people were attempting to articulate and which the Conservation Council finds so valuable in presenting its philosophy of development. (Our definition of the term is given in Section II.2.1.2 below.)

These shifts in the spirit of the age seem easy enough to comprehend and explain in hindsight. More significant for us today, however, is the impact that this past has on the development process of our time, how we view this process and the problems we see ourslves confronting in the future.

II.1.1.2 The societal development process

We have already indicated that there are three facets of the general evolution of a society that should be considered here. They are:

1. the substantive thrust or direction of that development;
2. the procedure followed; and,
3. the development planning space.

The changes in the spirit of the age tend to be reflected in the changes in each of the first two of these facets. However, depending upon the nature of the change in the spirit of the age, there may be a "gap". This may be minimal or, as it is at the present time, considerable.

In the early Sixties, the thrust was one of social and technological experimentation but very much within a development paradigm of continuing economic expansion. The technological possibilities were rendered probable by high rates of economic growth, itself the product of the need to replace the social and economic infrastructure run down, or in some countries destroyed, in the war years.

The procedure at the time was characterized by an air of confidence. Forecasting the future was seen to be a matter of extrapolating trends, and planning was mainly for accommodating economic and physical growth. There were enough resources to go around and each sector's decision-takers set their goals and strove to realize them. Thus planning in this context could be characterized as being set-term, goal-oriented and sectorally-implemented. Although it was never exactly a case of "ask and it shall be given", most of the thinking that went into planning took place after the policies had been established. Little went into the planning of policies. If the policies went awry, there was enough wealth to cover the costs of their adjustment.

The development planning space within which this type of planning was taking place was generally regional in scale. That is, most regional problems were seen to be soluble in the context of the region, just as most national problems were seen to be soluble within a national context. The problems associated with the continuing expansion of the Golden Horseshoe in southern Ontario, for example, were seen to be soluble within the regional context of "Design for Development".

Indeed, most of the "problems" of the early and mid-Sixties were seen to be associated with accommodating the largesse arising from the economic growth and with maintaining the growth. Keynes had convinced the economists that they could avoid another major depression and the public placed its confidence in the economists.

As we moved towards the late Sixties and early Seventies, however, a new era did begin to emerge. The unanticipated side-effects of the economically and technologically-led development process began to accumulate on the social and environmental sides. The new thrust reflected a concern for rectifying these problems. Social and environmental concerns began to be reflected in development programs, although the affinity to the Keynesian model was still intact.

The procedure began to change, too. The problems were still seen as manageable. But more attention was given to policy-making, albeit the disinterested, intellectual approach best characterized by the emergence of the multi-disciplinary advisory bodies, policy field secretariats (e.g. in Ontario) and policy ministries (e.g. in Ottawa - the short-lived Ministry of State for Urban Affairs). Perhaps because of the continuing concern with economic growth, there was also a continuing centralization of decision-making power in the hands of central or regional/state/provincial governments. In Ontario, the provincial machinery had grown enormously and was also supplemented by new regional governments throughout much of southern Ontario. In the North, regional municipalities were also created for Thunder Bay and Sudbury but, by and large, the North had not yet been seen as a "problem area".

The development planning space was also changing. It had begun to expand or, more specifically, its expansion began to be recognized. For example, the creation of the Ministry of State for Urban Affairs in Ottawa was recognition that the growth of a few big settlements was indeed taking place at the expense of the rest of the country and that the

regional problems of urban growth and rural decline were indeed national problems to be dealt with in a national context.

Then came the oil shock of late 1973. Quite suddenly the development planning space became visibly global in extent. Over night, western societies recognized that their development was dependent upon activities taking place outside their own jurisdictions. Their political and administrative institutions were not designed to respond to such conditions. The thrust of development became directionless; the sense of control and ability to solve the problems was lost. The public's confidence in the economists was gone as was their confidence in technological developments, unless clearly designed to serve social objectives. But then part of the problem was the lack of clarity as to what these social objectives should be. And with the credibility of trend extrapolation destroyed, there were no well tried procedures to call upon. In short, the Age of Uncertainty became clearly manifest.

Today, some signs of adjustment to uncertainty are beginning to emerge.

There is an awareness of the significance of the rest of the world for the development of any one society. However, the loose talk of "interdependence" has not helped in moving towards institutions that can enable any one society to better survive in an uncertain world. We still understand very little of the behaviour of the other bodies politic that affect our opportunities for development. One recommendation that the Council would make in this regard is that **the Commission should urge the cabinet to have the Ministry of Intergovernmental Affairs play a far more significant part in monitoring and interpreting international developments as they impinge upon Ontario.**

There is also some shift to a less commital, more open procedure for development planning. Trend extrapolation is giving way to futures studies. While these do not deny the validity of watching trends in single variables, they attempt to take more account of the interplay of an increasing number of variables and are open to contemplating a change in the nature of that which is being planned. This type of planning capability needs to be built up in Ontario. For example, it is not just more jobs but different types of jobs and work environments that are needed in the labour market. This could have been foreseen if we had not been locked into trend extrapolation which focussed on changes in the gap between supply and demand without looking carefully enough at why there were such changes.

These contextual developments have led to a change in the character of the public policy-making process. We examine this impact briefly.

II.1.2 The key characteristics of the public policy-making process today

Operating within the contexts outlined above, the public policy-making process has acquired a number of distinctive characteristics that are the immediate source of problems for the public sector in playing a useful role in enhancing development opportunities. In reality, however, the characteristics are but the manifest consequences of the contextual

changes outlined above (and, again, summarized here relative to each of the key characteristics). These observations about the characteristics and their causes are based upon what is happening in many parts of the world.

The five key characteristics are as follows:

1. Lack of a sense of direction. This is the most critical. It is due mainly to the beginning of an obvious shift in values from the economically and technologically-led development process to one that is more balanced in giving greater attention to social and environmental concerns. Not surprisingly, however, the shift does not affect all people to the same degree. Thus splits in traditional parties are becoming more frequent.

2. Lack of leadership. This is arising from the decline in confidence in the economists (and of the economists) to manage a viable development process. However, the social scientists have yet to step in to fill the breech in a convincing manner.

3. Short time horizons and contingency planning. This is due mainly to the desire to "keep the show on the road" even though there is little sense of where the road may be leading. Unfortunately, the weakness of contingency planning is that it only counters problems as they arise; it neither attempts to avoid their emergence nor, more importantly, does it enable one to respond to new opportunities. In short, it is aimed more at "holes avoidance" than "goals achievement".

4. Lack of ability to produce alternatives. This is largely a product of the unquestioning faith in the economically and technologically-led development process and its ability to produce a largesse from continuing growth with which all problems could be "solved".

5. Power diffusion. In part, this is arising from the questioning of the role of the public sector in intervening in societal development (itself due partly to the questioning of the credibility and role of the economists). This is particularly evident where state-run enterprises are under pressure to be both economically efficient and socially responsible. For example, should they fire employees or not? This diffusion is also explained by the acquisition of more power by other groups in society, notably the trade unions. In addition, this power is being diffused internationally thus further expanding our development planning space. The one distinctive feature of this characteristic is that, although it is creating problems for public policy-makers, it is in many respects a healthy sign for society as a whole, providing that those who acquire the power recognize their responsibilities to society and to and for themselves. This is not yet so apparent.

What these characteristics add up to is essentially a vacuum in public policy-making. Certainly, this is more prevalent in some countries than in others. But the general characteristics are manifest in Canada, in Ontario and in northern Ontario. The symptoms to which they give rise

are numerous. For example, the social and environmental "problems" in northern Ontario are now recognized. But there is no clear sense of direction making clear what should be done. Because there is a shift in values and a split body politic. It is this that is the more basic problem. The old solution of more rapid resource exploitation to create jobs to create largesse to solve other problems is now no longer an option. Or, at least this is true of the renewable resources. The problem remains because more of the people of Ontario are beginning to realize that their children should also enjoy an income from trees - both monetary and psychic. And, with the non-renewable resources, the mine operators realize that their mineral products cannot be sold even at a loss on the currently depressed world markets. If they had been monitoring and interpreting activities in the global development planning space of northern Ontario, they would have had considerable forewarning. The problem is that they were not, and nor was the government, because the space had changed more rapidly than the policy processes had. With the notable exceptions of the growing presence of the Indian Treaty Councils, the Sudbury 2000 program and the environmentally-sensitive regional site-planning by the Regional Municipality of Sudbury, the North has seen little evidence of local leadership coming up with alternatives to the current problems. They, like people in the South, have been brought up to believe in the economically and technologically-led development process. Many of the more dynamic people have left for the cities of southern Ontario. Those who remain do not put much credibility in the leadership of the Province.

One of the greatest challenges for the Royal Commission is to try to restore some of that confidence. It is unlikely that it will be able to do so unless it makes strong recommendations designed to respond to the shortcomings of the policy-making process. What this entails, though, is to get at the forces that lie behind these shortcomings and to look for opportunities for manoeuvring them in a way that will have a positive effect on the characteristics of the policy-making process. This is explored in the next section.

In this section we have, hopefully, made clear that the Conservation Council sees the public policy-making process, as it functions in Ontario, sharing a number of characteristics in common with those functioning elsewhere in the world and, in particular, in the western industrialized world. These characteristics and the changes they have been undergoing are products, in large part, of the interplay of powerful forces which are themselves products of human behaviour. Because of the appreciable change in human values in the last 30 years in the western world there has been, in essence, a change in the nature of change. Not surprisingly, the change has not been even in direction and pace within the policy-making process and within its various contexts. Discontinuities have appeared. These have caused much frustration, tension and, occasionally, violent demonstrations.

There is a sense that seems to be prevalent throughout much of the world just now that we are being forced towards a new situation marked either by panic or by genuine concern. There have already been some signs of a milder form of panic: witness the rather heavy-handed across the board

cuts in public expenditures locally, regionally or nationally in many countries and the wild speculation on the international money markets.

It is all too easy to imagine how a panic situation could materialize. And perhaps because it is so easy, there will likely be enough pressure to bring about a climate of genuine concern in which genuine alternatives can be produced and in which options can still be kept open. Unfortunately, while the speeches of politicians urge citizens to question their values and lower their expectations with the promise of a better tomorrow, there is no clear sense of what tomorrow could bring. That is, as yet there is no clear sense among the populace at large of a new paradigm of development and a way of utilizing it. This is not to say, however, that there are not a lot of questions being asked and a groping for what amounts to a new paradigm.

While the Conservation Council recognizes that one could explore further the implications of a panic situation for the future development of northern Ontario, it sees it as being more fruitful to explore the more positive option.

II.2 The Needed Response: Ecodevelopment

Against the background of the key features of the current policy-making process outlined in the previous section, one question seems to sum up the emerging needs of those charged with making societal development policy for northern Ontario, as elsewhere: "What should be done, and by whom, to facilitate the making of the decisions as to the direction and actions to be taken for socially, economically, environmentally and globally viable and sustainable societal development?"

It is significant that this type of question could be asked of any public policy area. Thus, beyond the standard concerns of "what actions should be taken sectorally", there are now additional concerns relating to the articulation of a clear sense of direction, the scope of an holistic approach, the involvement of other key actors than the state, and the manner in which the development process should be managed (i.e. the role of the public, private and popular sectors in this process). In other words, the three dimensions of the development process are being addressed - the thrust, the procedures, and the development planning space - and it is with these that we should concern ourselves. If we do this we shall, in passing, also resolve the problem of the policy vacuum.

The Conservation Council believes that an adequate response to these concerns requires a new approach to development, the essence of which is a paradigm shift to produce a new concept and thus a new model of development. We outline here what this involves before moving in Sections III and IV to examine the implications of its application and the necessary modifications to the policy-making machinery and processes to maintain a more open planning process.

II.2.1 The paradigm shift

In calling for a paradigm shift, the Conservation Council is calling for a systematic furthering of the more desirable changes that are already taking place in the development process. In brief, the Council believes that what is required is a further shift from the current economically and technologically-led process of societal development to one that is more balanced and recognizes social and environmental development as valuable components of societal development. We also believe more attention needs to be given to the way development is placed and the space within which those plans are made.

Although this shift is likely to occur, it will be no easy transition. Can the transition be assisted? The Council believes it can be. But any effort to do so will have to be demonstrated to be of value to the policy-makers. In this regard, it is helpful to identify the essential characteristics of the model of development emanating from such a paradigm shift. If the model is to be of value to policy-makers, qua policy-makers, then it will have to:

a) indicate what is meant by development;
b) provide a concept of what contributes to that development;
c) provide a comprehensive context within which trade-offs can be made in resource allocation;
d) give a sense of direction to policy-makers; and
e) explain what is happening in the development process.

It is the fourth characteristic, of providing direction, that leads to the identification of three further characteristics of a substantive nature. Essentially, the model will have to reflect three basic principles of ecodevelopment (i.e. of ecologically sound development) if it is to respond to some of the shortcomings of the economically-led models that have been used to date. It will have to:

a) reflect recognition of the resource limits of Earth as a closed system, and that Man should not unduly disturb the balance between its sub-systems;
b) reflect intent to maximize human satisfaction through an optimum pattern of consumption (rather than to maximize consumption through optimal productive effort); and,
c) reflect intent to utilize institutional structures and decision processes reflective of self-development and group development.

In short, it will have to reflect the principles of sustainability, distributive justice or global viability and self-reliance or human fulfillment.

In support of such a shift in the substantive thrust to the development process, the planning process will also have to change. In contrast to the set-term, goal-oriented and sectorally-implemented planning of the economically and technologically-led development process, the planning for the more environmentally and socially oriented process would be more concerned with the context within which things are done, the ways they are done and the bearing this has on individual and group development

(that is, the reason why they are done). Thus planning by policies would continue to become more important as would the formulation of policy. In this sense, long-term planning would become more closely identified with futures studies. As has already been suggested, this would enable it to embrace consideration of alternative futures for that which is being planned. The near-term planning would be more concerned with management of the development process and observing whether or not the ground rules for the guidance of the development process are satisfactorily reflecting policy (and whether policy changes are required).

As for the development planning space, the reality of its dimensions will be obvious if there is sufficient concern for the context within which developments take place. The identification of the spatial extent will, however, be a product of the thoroughness of analysis of the interactions between that which is being developed and its developmental environment.

To better appreciate the merits of this paradigm shift, it is useful to explore in further detail how the new model of development responds to the needs of the public policy-maker. This is done by reference to the five above-mentioned characteristics sought of the model.

II.2.1.1 What do we mean by development?

The paradigm shift becomes an obvious requirement as soon as we ask ourselves the fundamental question: "what do we mean by development?" The Conservation Council senses that the Commission recognizes the importance of this question in that it is encouraging the articulation of alternative perspectives on development. Certainly, the Council sees this question to be most relevant for the Commission as it attempts to decide just what should be guiding the government's intervention in the development of northern Ontario. The question becomes more pointed with the Commission's interest in the Environmental Assessment Act. The Act's purpose is "the betterment of the people of the whole or any part of Ontario by providing for the protection, conservation, and wise management in Ontario of the environment".[3] There is no notion conveyed as to what is meant by "betterment".

Here the Conservation Council proposes that development be interpreted as being the fulfillment of individuals and groups in the continuing search for enrichment of experiences beyond maintaining an existence. Note that the definition embraces the notion of a struggle of a continuing nature. Fulfillment is real only if it comes after a struggle rather than a hand-out. This suggests that one adopts a new paradigm of development that takes more account of the human and social aspects of development than has been the case heretofore. Note, too, that in emphasizing continuity, the definition embraces the notion of the sustainability of the process of development. This suggests more attention to considerations of the resources base. This prompts the Council to suggest that these aspects need to be placed at the forefront of our concerns rather than be seen as residuals of, say, economic and technological developments.

It is a sad comment that the meaning of development has all too frequently been lost sight of by those involved in various aspects of develop-

ment. This seems to be mainly because of the sectoral organization of development activities. The many years of being able to set goals within sectors and plan to achieve them without reference to the activities of others resulted in the means becoming the end.

On the assumption that such a definition of development can be accepted for purposes of the exploration of this alternative paradigm of development, we can proceed to an exploration of its conceptual underpinnings.

II.2.1.2 Ecodevelopment as a concept

The next fundamental question that flows logically from the above definition of development is: "what makes this continuing enrichment possible?" The answer, surely, is "interaction"; that is, interaction with or facilitated by what the Council will call here the "developmental environments", whether they be made up of other people (e.g. interaction through the exchange of ideas) or of other elements, such as the resource base. The quality of the resultant development is directly related to the quality of the links or associations that the individuals and groups enjoy with those environments and the options those environments create or hold open for them. Societal development is taken to be something more than the sum of the development of the members of society. Any society is itself a group with its own links with other societies and its own range of options, some of which are open to its members only by virtue of their being members and acting collectively. In addition, any society derives its strength in part from the internal linkages between its constituent member groups and individuals.

It is this notion of development through interaction with one's setting that is embraced by the concept of ecodevelopment. The term "ecodevelopment" is used here in preference to "ecologically sound development". Although the two terms can be regarded as essentially synonymous there is a need to draw attention to the comprehensiveness of the concept as it applies to societal development. It is unfortunate that the term "ecology" has tended to be used, until recently, mainly by those dealing with the natural environment (c.f. plant ecology, insect ecology). This has meant that a term such as ecologically sound development has tended to be confined in use and/or in interpretation to development that is sound in terms of its relations with Man's natural environment. By using the new term ecodevelopment, the Conservation Council hopes to leave behind such limited perceptions and encourage the association of the term with a broader concept which captures the essential characteristics of a very necessary new philosophy of development. This need, as is implied above, is for development policies founded on the recognition of the importance of the linkages between the object of development and its various contexts as well as the linkages between all the various "problematiques" (or groups of problems) associated with societal development. These inter-relations have always existed; it is only because more of them are being put under stress (and as more groups become active participants in attempting to influence the direction of development) that more people have become more aware of their significance.

The Council believes that the term ecodevelopment responds well to this need. It takes its cue from the most successful of development processes

- that of natural species - and the significance to any plant or animal, including Man, of its ecology - that is, its mutual relations with the surrounding environment for its continued development. And, as already emphasized, this means not just the natural environment but all of Man's various environments - biotic and abiotic.

The concept rests on the assumption that for the development of any one person, group, country, or whatever, to be for its good, that development must be sustainable either from within or from its developmental environments. Further, there should be no appreciable damage to its environments and its inter-relations with them. At any one time, therefore, these inter-relations must be viable. Any damage done to our environment at any one time is acceptable only if there is both a knowledge of how the capacities of the environment will be restored and an intention to restore them. Without such a qualification being made, some may interpret development as sustainable over the foreseeable future even though there is known to be a running down of the resources or capacities in the developmental environments. These would seem to be the absolute minimum requirements of such a development process. Preferably, there should be mutual benefit on the part of the person, group, whatever, and the developmental environments.

For Man, however, this mutual benefit goes beyond mere survival. For by human development, as opposed to the development of plants and most animals, we understand there to be great importance attached to learning or, more broadly speaking, human fulfillment. This involves a degree of satisfaction in the continuing search for opportunities for the enrichment of experience and understanding (beyond maintaining an existence) as already mentioned.

The Council sees the concept to be of great relevance to the Royal Commission in that it makes clear just what it is about the health of Man's various environments (all of which the Commission has to address) that is so significant for his development. In short, interaction with the environments has to be sustainable, viable and fulfilling.

This leads to the next fundamental question, that of defining the environmental context within which trade-offs in the allocation of resources for improving Man's lot are made.

II.2.1.3 The concept of developmental environments

Central to an approach to development such as has been outlined above, is the definition of the environmental context within which that development takes place. The ecodevelopment approach, in its application, will distinguish between several discrete developmental environments, but this is done mainly for operational purposes. In reality, of course, each of these environments is closely related and is part of the whole. However, the essential qualities are, as Miles has observed elsewhere, that:

> "At a minimum, a developmental environment embraces anything that may otherwise be adversely affected by a poorly conceived development strategy; at a maximum it embraces anything that has obvious potential to contribute to the deve-

> lopment of a person, group, or whatever. This is why it is referred to here as the developmental environment. Thus in large part it can be defined in terms of resources that may either be undermined by or contribute to the development process. But it can also be defined in part in terms of capacities - whether of people, institutions, natural systems or whatever - that may be weakened or that may be able to absorb and store benefits from the development process for later use."[4]

In this sense, the developmental environment has dimensions in both time and space. Defining these is very difficult and perhaps it is more important that we should simply be conscious of these dimensions. For example, relative to northern Ontario, we are becoming conscious of the dimensions of the relevant developmental environment when we look at the impact of establishing a new smelter in the region. The developmental environment is defined not just in terms of the distribution of opportunities for employment but also in terms of the impacts of the introduced technologies on everything from land use and socio-cultural development to the natural environment. Further, these impacts are looked at in terms of their impact over time. We have long done this relative to employment opportunities; we are only beginning to do it with regard to, say, the build up of toxic chemicals in the human body or in the food chain. As much as anything, the benefits derived from defining the context are those of a continuing learning process. We become more conscious of living in a closed system, which is indeed "only one earth", and of which the interdependencies affect us all, whether we live in northern or southern Ontario or elsewhere.

These considerations, relative to the definition of the relevant environments for planning and design purposes, are germane to the Environmental Assessment Act. The Act is valuable in that it utilizes a very broad definition of environment. Where it suffers, however, is in a lack of guidance as to what qualities should be sought and maintained or even enhanced in those environments and, by the same token, what characteristics are to be avoided or minimized. This suggests the need for a set of normative ground rules to guide our actions in this regard. We turn to this next.

II.2.1.4 The ground rules for a continuing process of development

We have already mentioned that the ecodevelopment model provides a sense of direction to policy-makers by emphasizing the importance of three basic principles, namely those of:

1. sustainability;
2. global viability or distributive justice; and
3. self-reliance or human fulfillment.

The latter two principles have each been expressed in more than one way simply because there is a need to convey their applicability to the actions of both communities and individuals. It may be that more appropriate terms can be found to capture the essence of what appears in the first column of Figure I. The listing of principles, fundamental policy

FIGURE I.

PRINCIPLES, FUNDAMENTAL POLICY CONSIDERATIONS AND GROUND RULES FOR A CONTINUING PROCESS OF ECODEVELOPMENT

Principles	Fundamental Policy Considerations	Ground Rules for a Continuing Process
1. Recognize limits of the closed system, the interrelations between its subsystems & that Man should not unduly disturb their balance	1. Pursue sustainable growth	1. Longer term planning
	a) Respect natural capital (fossil fuels, etc.)	2. Minimize erosion of natural capital : avoid use of or husband non-renewables : stress durability of technological products : utilize renewables : stabilize population levels
	b) Respect Man/environment relations	3. Minimize erosion of tolerances of natural environment : avoid pollution of water aquifers, foster recycling : stabilize population levels
	c) Respect Man/society relations	4. Minimize erosion of human substance : maintain good physical & mental health : avoid exploitation of individuals & groups, including future generations : respect cultural heritage
	2. Respect natural environment (i.e. in its own right, not just as a support in sustaining Man's immediate needs)	5. Minimize impact on nature : respect wildlife habitats and support systems
		6. Plan with nature for settlement systems, e.g. avoid building on flood plains
		7. Monitor environmental change
		8. Utilize appropriate technologies
		9. Maintain nature's complexity & diversity, stability & resilience, productivity & energy flows, & site & interrelatedness
	3. Keep options open	10. Minimize inevitable change
		11. Minimize irreversible damage
2. Seek to maximize human satisfaction through optimum pattern of consumption (rather than to maximize consumption through optimal productive effort)	4. Enrich & diversify developmental environment	12. Increase mixture of activities & reduce distance between activity areas
		13. Utilize & enhance productive capacities of non-renewable & renewable natural systems : provide jobs for all with continuing possibilities for improvement and more free time : redirect unused potential in natural systems to extend or improve habitat (e.g. cooling of towns through wind diversion)
		14. Foster interaction with environment by increasing biological diversity
		15. Identify & retain cultural heritage
	5. Reduce disparities between rich & poor	16. Improve equality in access to resource opportunity: education; employment; culture
		17. Internalize all benefits & costs of developmental activity
		18. Utilize taxation for redistributive purposes
	6. Reduce waste in consumption	19. Utilize appropriate technologies (vis-à-vis need, capital requirements & operating resource requirements)
		20. Utilize comprehensive development projects to ensure that effort expended in one area is supported fully by investments in others
3. Utilize institutional structures & decision processes reflective of self-development & group development (including international co-operation)	7. Enhance citizen participation & local leadership in decision-making	21. Identify & mobilize human interests & capacities
		22. Decentralize power over capital, land & decision-making
		23. Develop institutional structures & processes reflecting local capacities
	8. Foster local inter-group, inter-governmental & international co-operation	24. Aggregate differing but similar interests bearing upon development issues
		25. Utilize networks for exchanges of information & experiences & circulation of goods

Source: Adapted from Simon Miles, Ecodevelopment and Third World Urban Regions: A Perspective for International Development Cooperation Policy, p. 13

considerations and ground rules for a continuing process of ecodevelopment represents an initial attempt to produce a checklist that serves to make operational the philosophical considerations explored here.

The ground rules are, as indicated, ground rules for a continuing process of development. The emphasis is placed on the way things are being done rather than any end states being sought. They are not "end goals". Also shown are several examples of the general implications for strategy that arise from the fundamental policy considerations. It should be noted that any one ground rule may well derive from more than the one fundamental policy consideration with which it is associated in Figure I.

By applying the checklist to a consideration of conditions in each of the developmental environments, one is provided with a set of criteria by which to assess the quality of those conditions as they pertain to the provision of development potential. Likewise, they can be used for assessing the anticipated impact of a proposed change in the developmental environment. It would appear that a checklist along these lines would be of considerable value in the administration of the Environmental Assesment Act. In Section III we shall be illustrating, with reference to northern Ontario, the use of this checklist.

Although much of the checklist is directed to minimizing the constraints to the maintenance of conditions conducive to development, the attention of the Commission is drawn to those fundamental policy considerations that are aimed at enhancing the potential for the genuine advancement of society or of its members. They are designed to prompt policy-makers:

1. to take advantage of any existing or unrealized potential in a sustainable and viable manner; or
2. to increase where possible the richness and diversity of the developmental environments.

Obviously the listing itself needs further work, but it is sufficient in its present form to enable us to consider the fifth demand made of the ecodevelopment model - namely, that it provide an indication of what is happening in the development process. In short, this amounts to a concern with the problems of interrelations.

II.2.1.5 The concern with the problems of interrelations

Ecodevelopment is dependent upon "conditions" conducive to interaction. One such "condition" pertains to the ability of individuals and groups to pursue their own development through these interactions with their various developmental environments. That is, do they have the human capacities and resources? Another "condition" pertains to the conditions prevailing in the various developmental environments. A third "condition" pertains to the quality of any linkages that are necessary for effective interactions between people and their environments.

The distinction has already been made between the simple maintenance of conditions that enable pursuit of a continuing existence and those efforts that open up new possibilities. If more attention is to be given to this genuine advancement, then more recognition has to be given to the

importance of the first of the above "conditions" and especially the citizen's perception of opportunity in his various environments for improving his condition. The perception of opportunity is one of the most fundamental motivating forces in Man. Too often it is quashed. Our education system today, with its emphasis on directed learning as opposed to exploratory learning, does little to enhance it.

This much having been said, it can be admitted that most of the problems are associated with the inadequate functioning of the developmental environments because they are under considerable stress. This stress can arise from an overloading, as with the pressures put on urban areas. This is particularly true of the very large urban areas but also of the smaller ones, like those found north of 50°, that do not enjoy adequate economic and social infrastructure. The over-concentration of wealth in the larger centres, whether in the form of public, private or popular sector investment, will also have its effect. The rural areas tend to suffer the consequences of this urban concentration. Northern Ontario is no exception.

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Having elaborated on these broader considerations relating to the public policy-making process as it operates not only in northern Ontario but also in most of the world, we should now like to illustrate the application of an ecodevelopmental approach to northern Ontario.

III. ECODEVELOPMENT APPLIED TO NORTHERN ONTARIO

In this section we shall illustrate, but no more than illustrate, the implications of applying the ecodevelopment approach, as outlined above, to northern Ontario. The treatment here is not intended to be comprehensive. Most issue areas are not covered in detail as issues because this was done in the Council's brief submitted to the Commission in 1980. The intent is only to provide examples of how the potential of the area can be enhanced as a setting for societal development through ecologically sound planning and management of any one or more of the developmental environments. The use of the ground rules should go a long way towards ensuring that the developmental environments are not only being improved through conscious action but are also being protected against "unanticipated side-effects" of actions that are not consciously designed to affect them. Like any management technique, though, they do require that they be employed by persons with an understanding of their purpose. We return to this in Section IV.

At the outset we are confronted with a major question. In short: "can Ontario north of 50° be regarded as a self-contained planning region?" The Council does not think it can be, and we are of the impression that the Commission shares this view, given its preparedness to consider activities south of 50° if they are affected by or affect what is happening north of 50°.

In that any administrative boundary will necessarily be an arbitrary one, the Council does not wish to extend this debate. As has been implied above, in discussing the definition of a developmental environment, the region to be considered for planning purposes will vary depending upon the site and the activity under consideration. We believe that the Province is moving towards a recognition of this. A valuable example of this is the use of the concept of site regions, in the Strategic Land Use Plans for Northeastern and Northwestern Ontario[5], as a basis for the development of strategies for protecting the diversity of our environmental heritage.

However, since the notion of sound interaction is central to the concept of ecodevelopment, the determination of the area to be studied for possible effects of a specific development is critical. The experience with the Environmental Assessment Act bears this out. The Detour Lake Study[6] conducted by the Royal Commission has revealed the need for far more guidance from the Ministry of Environment for those conducting environmental assessments when it comes to the identification of the study area or areas relative to any one proposed undertaking. This is particularly important in the sparsely populated areas north of 50° since most of the new undertakings of any size in these areas will be primarily for the benefit of people south of 50° (and, indeed, those outside the province). In principle, the Council would expect that these undertakings should be considered in light of other options open throughout the Province, in addition to the careful consideration of their impact on the local population. The ground rules should be of value in identifying what needs to be examined in detail. By the same token, the process of allocating the resources available to the various ministries should ensure that more consideration is given to the needs of those living

north of 50°. In some instances, as with roads, this may be seen as a call for more funds. In others, this is not necessarily the case. The need may be for a wiser use of funds that involves less administrative overhead by the central bureaucracies based in the South. It would be instructive, for example, to see a breakdown of the costs that result in communities north of 50° paying perhaps ten times as much for their Hydro as do those in, say, the Golden Horseshoe. And this is so, even if part of the "true cost" is borne by the system at large. There may well be ways in which the local communities could provide their own electric power at considerably less cost than that currently charged by Ontario Hydro. The principles of distributive justice and self-reliance are both pertinent here.

In short, what is being suggested here is that since the North is having to serve two sets of stakeholders - the local inhabitants and the southerners - more of the decisions relating to the allocation of resources in the North should be made with reference to the allocation of resources for the enhancement of development opportunities throughout the development planning space in which all those stakeholders live, namely Ontario as a whole. The same principle obviously applies to the allocation of resources in the South.

With this in mind, we shall take a closer look at the implications of adopting an ecodevelopmental approach to the continuing enhancement of conditions in the North with a view to enabling the population of Ontario to both satisfy their basic needs and extend the possibilities for their continuing advancement.

The developmental environments to be examined are:

1. the natural environment, as a resource base, as an amenity and as a habitat for wild life;
2. land use;
3. technologies of infrastructure;
4. the economy; and
5. the institutional settings.

References will be made to the ground rules in Figure I. That some ground rules have not been referred to is not meant to minimize their importance. Those referred to frequently, however, should be noted by those responsible for developing guidelines for ecologically sound development.

III.1 The Natural Environment

As a developmental environment, the natural environment provides Man with:

- renewable and non-renewable natural resources for construction, metal-based industries and energy;
- water and food;
- sites for waste disposal;
- outdoor recreational areas;

- aesthetically satisfying and stimulating landscapes and living environments;
- and, as a healthy environment, it contributes to the physical and mental health of the individual.

Additionally, and also of importance to Man, it provides shelter and sustenance to wild life.

The continuing reduction, throughout history, of the potential contribution of the natural environment to Man needs no further recounting. Ontario north of 50° is showing signs of suffering a fate similar to that afflicting most of the rest of the world. The concern of the Conservation Council is that, as the pressures increase on the natural environment south of 50°, so they will be transferred to this more fragile zone to the north. There is absolutely no need for this. Our society possesses the knowledge and experience to enable us to avoid repeating the mistakes we have made elsewhere. We are not for a moment suggesting that Ontario north of 50° should remain a pristine landscape. What is required is a philosophy of land use that respects the characteristics of the natural vegetation, the nature of the terrain, the underlying geological formations and so forth, and seeks to make the most of these features, for this and for future generations, wherever developments do take place. As already mentioned, the concept of "site regions" utilized in the strategic land use plans for Northeastern and Northwestern Ontario are reflective of this thinking. However, unfortunately, this thinking seems to be confined to this effort of ensuring that a specific number of sites be preserved; it does not seem to prevail throughout the plans. In this respect, ground rules 3 and 9 in Figure I are particularly pertinent.

In accommodating the expansion of settlements, the challenge is particularly obvious. Although the settlements north of 50° are unlikely to be growing rapidly, some of them will doubtless experience growth as new mining ventures materialize. As it happens, some of the best work that has been done anywhere on making the most of the environment surrounding an urban centre has been done by Hough, Stansbury and Associates for the long-term plan for the Sudbury region.[7] In particular, it illustrates very well the application of ground rules 3, 6, 9, 13 and 14 in what must be regarded as one of the most challenging settings for the ecodevelopment approach. Another similar example of how "more can be had for less" through planning with nature is the recent work of the Planning and Development Department of the Hamilton-Wentworth Region.[8] The Department, which also serves the City of Hamilton, deserves all the encouragement it can get to pursue its work on design criteria for energy efficient neighbourhood planning. The technique developed involves the production of an "ecochart" for the community in question. This ecochart comprises a detailed analysis of a site and all the environmental dynamic forces and conditions affecting that site. Together, they indicate where, say, residential buildings can be constructed which, if they incorporate other design criteria developed by the Department, can cut heating costs to almost zero. These other criteria are designed to enable Man to harness the dynamic forces of nature to his advantage without conquering nature and destroying it. The documents produced by the Department indicate all the steps to be taken in following the procedure

recommended. The techniques are well suited for transfer to settlements north of 50°. They could make a major contribution to reducing the disparities in the cost of living between North and South over time. These general considerations relating to the management of natural systems lead the Council to recommend that **the Commission should examine various ways of obtaining "more from less" through planning with nature with a view to reducing pressures on natural ecosystems both north and south of 50°.**

Where the consideration for planning with the natural environment has been noticeably lacking is with the management of forest resources. The Council is particularly concerned about the increasing pressure that may be placed upon the forests north of 50°. The further north and west one goes, the drier are the soils and the colder is the climate. The plant ecology is fragile and our experience and knowledge is limited.

Currently, 11% of Ontario's logging harvest is from north of 50%. However, given that the timber densities there tend to be approximately half of those found on the 50° parallel, timbersheds are commensurately more extensive. The Council notes that, of the current annual allowable cut (AAC) of 5.72 m. cunits north of 50°, somewhat less than 30% of the 3.53 m. cunits in the Northwestern Administrative Region is being harvested, whereas more than 50% of the remainder in the North Central and Northern Regions is being harvested.[9] In itself, this is no cause for alarm. However, the Council also notes that the government is still locked into a number of agreements that were drawn up at a time when the inventory was thought to be considerably higher than it now seems is the case. Given these commitments and the fact that there is still much questioning of the accuracy of forest inventories, the Council recommends that **the Commission should organize a thorough debate of the conclusions of, among other studies, the Lakehead University study prepared for the Commission,** which suggests grounds for concern.[10]

At the same time, the Council would recommend that every encouragement be given to a far more efficient use of the fibre that is available. The Council endorses the suggestions of the Lakehead University study (p. 163) in this regard; namely, that a sustainable level of fibre production can be increased by:

1. effective treatment of the backlog of "not sufficiently regenerated" (NSR) acreage;
2. more intensive management of existing acreage; and
3. fuller utilization of allowable cut (providing it is adjusted, where necessary, to reflect sustainable supplies).

The Council is pleased to note the new initiatives being taken by Environment Canada, through its recently announced Framework For Forestry Renewal, and recommends that **the Commission should urge the Government of Ontario to respond positively to these initiatives.**

In particular, the Council recommends **that the Commission should urge the Government of Ontario to give more attention to encouraging those management techniques that both produce more fibre and contribute to reforestation.** Careful consideration of ground rules 13, 19 and 20

should stimulate some solutions. For example, a major factor inhibiting successful reforestation is the amount of slash left lying on the ground after cutting. Incentives are needed to encourage the forest companies to keep the land in good heart. Where forest operators own their land, the value of that land appears on the books of the company. But it only behooves the company to keep the land in good condition if it had to pay a price for the land that could not be paid off in a clear cut harvesting. We are not recommending that more lands should be sold to the companies, although, if they were they would have to be sold for a price that is high enough to ensure that there is an incentive for the companies not to walk away from the land after harvesting. A simpler solution is to ensure close monitoring of company reforestation and to demonstrate government preparedness to act on the condition built into the Forest Management Agreements whereby the AAC for the company is reduced if it has not successfully reforested an acreage equivalent to that already harvested in the preceding five years. Since demonstrated political will counts for all here, we also recommend that **the Commission should urge the Ministry of Natural Resources to publish an annual "forest audit" providing a clear picture of the state of Ontario's forests.** This audit could be prepared for the Ministry by an outside body, given the importance of credibility of the information. We also suggest that it is not necessary for the government to pay the company's costs incurred in this reforestation and that a change to this effect should also be accompanied by a reduction in taxes on the companies involved. The Council recommends that **the Commission should explore the feasibility of having companies finance reforestation in return for reducing taxes or other charges.**

As for the more efficient use of the slash, the Council is pleased to note that the Bioshell company in Hearst and in Iroquois Falls is now pelletizing mill waste and marketing it as a fuel. This is a fast-expanding business. It can also make use of slash. The product is standardized and easy to handle. Locally, the pelletized fuel is costing 10% less than natural gas. The fact that it is locally generated means that it also generates additional local jobs. In addition, the processing plants are small and could be decentralized.

In encouraging this and other alternative sources of energy, the government's main roles are to help refine the technologies, remove the institutional barriers (especially to marketing) and assist in the demonstration of the use of the products. The point about marketing is stressed because, although there are often opportunities for individuals to produce products at a reasonable price, generally they lack the marketing networks. The production of methanol from wood waste is an example. This can be produced at a price competitive with other fuels and there is no problem of consequence in running automobiles on methanol. The problem is that there is no incentive for the gasoline companies to market the product. We recommend that **the Commission should explore ways in which the government might assist the northerners to market more of their products, such as methanol, to the extensive southern Ontario market.** At the same time, in the instance of methanol production, a significant contribution could be made to the reduction of Ontario's annual energy import bill of approximately $11 billion.[12] This objective would seem to be very much in line with the recently announced policy, by the

Minister of Industry, Trade and Development, to reduce the costs of Ontario's imports.[13]

In turning our attention to the provision of parks, the Conservation Council is generally pleased with the current policy objectives of the Ministry of Natural Resources, as stated in the Parks Policy of 1978 and as amplified both in the Ontario Provincial Parks and Management Policies and in the Minister's announcement of 12 March, 1982. The broad objectives of this policy, the classes of parks established, and the parks system targets, together with the recognition of the varied needs that a parks system should serve, would appear to be very much in keeping with the ground rules proposed here. Perhaps the ground rules help to explain why some of the principles identified in the Report of the Task Force on Parks System Planning[14] have been selected. For example, we believe it is useful to make clear what is being sought in stressing the importance of "variety" (one of the Ministry's principles) in the parks system and why it is desirable to "maintain nature's complexity and diversity, stability and resilience, productivity and energy flows and site and inter-relatedness" (ground rule 9). The Council would like to think that the variety is being provided for more than simply presenting a variety of different settings.

Where we do have some reservations regarding parks policy is in the policy-making process. Since it was only earlier this year that we conveyed these reservations to the Minister, we reproduce in Appendix II our letter of 26 May, 1982 to the Minister. Our reservations point to one issue: a strong anti-parks bias which emerged in the draft district land use plans released in the summer. Far more often than not, where Ministry parks proposals and extractive land use options came into conflict, the Ministry decision-makers favoured the extractive uses. For example, in the West Patricia planning area, the parks acreage proposed in the Monzon Report was cut in half in arriving at the preferred option of the draft West Patricia Land Use Plan. Yet this reduction produced no more than a two or three percent increase in the volume-based forestry target. The Council feels that this underscores the need for a more equitable process for conflict resolution. This concern is commented on further in our discussions in Section IV on the maintenance of more open decision processes and on provincial policy co-ordination.

Relative to wildlife management, the Council has again made clear its position in its briefs to the Ministry of Natural Resources on the earlier drafts of the strategic plans for the Northeastern and Northwestern planning regions. We had previously expressed our concern as to whether the productivity of the natural ecosystems was being respected (ground rules 9 and 13). We are gratified to note that in the final versions of these plans the expectations of increased production and harvesting have been scaled down considerably in keeping with the importance of maintaining healthy populations. Where those populations are threatened and they play an important role as sources of food for native populations, as with caribou, we are pleased to see that the needs of the natives are being recognized and attention is being given to increase herd sizes to match increases in the numbers of the native population. This would seem to be a good illustration of the significance of ground rules 2, 3 and 5.

We also wish to lend our support to the shift by the Ministry to the use of the concept of "opportunities"[15] with regard to, say, sports fishing and "user days" with regard to, say, cottaging. The concept captures very well the importance of the opportunities that individuals should have for interacting with the natural environment as part of their overall development (c.f. ground rules 13 and 16).

III.2 Land Use

In discussing land use in the North and its contribution to societal development, the Conservation Council believes it is useful to distinguish between the allocation of lands for various uses in and around the settlements and the allocation of and for uses designed to serve province-wide or larger regional interests. We wish to make this distinction in order to draw attention to the need for a "northern interpretation" of the concept of multiple use which may not readily be appreciated by southerners.

In and around settlements, the lives of individuals are very much affected by the accessibility they have to various activities within easy reach of their homes. While there is a need to minimize conflict between incompatible uses (e.g. smelly factories and residential areas), the Council is pleased to see that mixed use is now being encouraged again in Canadian settlement planning (in keeping with ground rules 12 and 16 in particular). Furthermore, beyond just encouraging a mix of those uses that do exist, we would like to see more attention to ensuring a diversity of activities to enhance the resilience of the local economy. (This is dealt with further in the section on the economy.) Thus, relative to settlements planning in the North, the Council ascribes to the provision of a mix of diverse uses in close proximity just as one finds in the South. Whether the term "multiple use" can be used to describe such a pattern of land use and juxtapositioning of activities is a moot point although, for all intents and purposes, the effect is essentially that resulting from multiple use.

However, in turning to the larger question of the allocation of land uses in rural areas for meeting province-wide interests or meeting the locals' needs of other than an everyday nature, the Council feels that a different approach can be taken in the North as compared with the South to satisfying the combined concerns for minimizing conflict and encouraging multiple use. We are in agreement with the recommendations of the Crown Land Recreation Study, Phase 2 which make clear that in the less crowded rural areas of the North, as opposed to the relatively crowded rural areas of the South, more weight can be given to minimizing conflict. The study gives the example of a watershed within which there are four lakes. It suggests that it is unwise to open up all lakes to all uses as may happen in the South.[16] It implies (as does ground rule 24) that by aggregating the differing yet similar sets of interests on a district basis, all interests can be better satisfied. We agree and we trust that the approach will be reflected in the Crown Land Recreation Policy which is now being formulated. Indeed, the Council recommends that **the Commission should give consideration to the principles developed for land use allocation in the Crown Land Recreation Study and the possibilities of their broader application.**

The district plans for the Strategic Land Use Plans could benefit from such policy directives. We note in the Strategic Land Use Plans that there is reference to minimizing conflict but no suggestions as to how this might be done. If applied to parks planning, the above approach would perhaps satisfy more of the users. It would allow for multiple use of the regional resource base but keep the different users apart in many more instances, thus foregoing the unacceptable notion that all public land must be open to all uses. This should prove acceptable to both industry and parks users although it would doubtless mean that some particularly attractive areas should be withdrawn from logging and mining if the variety of vegetation is to be retained. These areas should be identified, checked for potential mineral wealth and, if no obvious signs are present, then set aside for park use. This protection of unique examples of "earth science" and "life science" environments is essential to keeping our options open for maintaining a rich and diverse heritage for future generations (c.f. ground rules 11 and 15). We are pleased to note that the document released by the Ministry of Natural Resources on 12 March, 1982 on Background Information on Land Use Planning and Parks System Planning in Ontario[17] lends this interpretation to the notion of keeping options open.

There is one major problem confronting Ontario society that has not yet been touched upon in this brief, although it relates to all of its concerns. This is the matter of the land requirements of the status and the non-status Indians and the Metis. This is not a matter on which the Conservation Council has expressed its views in the past and we do not profess to have examined the many aspects of the issue. However, we are concerned about the increased pressures being put upon the Indians living on reserves and on the natural resource base of the reserves due to their having expanded in population, as has the rest of Ontario, but without being able to extend their activities to additional space. These needs of people who do wish to continue to pursue a life in close association with the land can be dealt with separately from Indian land claims that affect many parts of the Province. Since about 20,000 of the 30,000 people living north of 50° are status Indians and a large percentage of these still live on reserves, we believe that this issue warrants urgent attention by the Commission. That there are also about 3,500 Metis and non-status Indians, whose status has always meant that they have tended to be forgotten, also warrants that their particular needs be responded to by the Commission. The Council believes that sufficient of the ground rules (e.g. 3, 16 and 22) identified in Figure I suggest that a far more human approach be taken to the provision of opportunities to the status and non-status Indians and Metis in the North to enable them to pursue their own development in a sustainable and just manner. One of the most significant moves in this regard may be to provide them with extensions to their reserves.

III.3 Technologies of Infrastructure

Having underscored the importance of an appropriate mix of land uses in creating a productive developmental environment, it is necessary to turn to the means by which access to the various resources of this and other developmental environments can be realized. Whether we are speaking of the ability of the transportation and communications linkages to move people, ideas or goods or of the utilities to provide water and power or take away wastes, we are, or should be, concerned with the appropriateness of the technologies available for the tasks. Stretching the concept of access to resources somewhat further, we can also speak of improving the way we gain access to and utilize resources through various production process technologies. Examples relevant to the North range from satellite equipment for surveying and locating resources to computerized wood cutting (and wood saving) equipment.

For the public policy-making process to be effective in encouraging the most appropriate technologies for these tasks, it must produce a very clear statement of precisely what has to be achieved, why, and the conditions under which it is to be achieved. Once this is available, various means can be considered for bringing it about. The statement of objectives should also make reference to the time horizons involved and the resources available. As the Commission's study of the environmental assessment of the road to Detour Lake[18] made clear, a precise assessment of the relative appropriateness of various technologies was rendered impossible in that instance due to the lack of a clear statement of purpose for the proposed access to Detour Lake and possibly northeastern Ontario generally.

Assuming, however, that a clear statement of objectives, purpose and conditions is available, then the appropriateness of various proposed technologies can be judged. In addition to its potential contribution to increased interaction of members of society with their various environments, the technology in question will also be judged by whether or not it can be supported by the provision of other technologies contributing to the interaction, the financial cost of these, the willingness of people to use them, the impact on the natural environment both as a resource base and as an amenity, and the other multiplier effects it creates. As the Commission's Issues Report[19] of December 1978 made so clear, one should only assume that one has a viable airline transportation system if one also has a reliable telephone system. If one cannot order the plane because the telephone system does not work, one does not, in reality, have an air transportation system. In short, technology assessment should be given more attention in the enactment of the Environmental Assessment Act.

The list of ground rules in Figure I should serve to stimulate the relevant questions to be posed of any technology in assessing its appropriateness. In any one instance, many of the ground rules will be relevant. There is, however, one to which the Conservation Council would like to draw particular attention. Ground rule 17 emphasises the importance of internalizing the costs associated with a particular developmental activity. What has been happening until now is that many technologies have been developed which have enabled the individual user

of the technology to externalize the costs of the use in the form of an "environmental or social cost", i.e. a cost born by others around him or in the next generations. In recent years, society has become aware of what is happening and has begun to press for technologies that internalize costs incurred by the use of a specific technology. In keeping with this, the Council recommends that **the Commission should explore ways for furthering the development, promotion and use of technologies that internalize those costs, incurred by their users, which have traditionally been externalized as social and environmental costs.**

In an environment as sparsely populated as the land north of 50°, there is a greater temptation to continue to externalize such costs. While the Council is very ready to recognize the tolerances of natural systems, we would only point to the lesson of the lasting pollution of the English-Wabigoon river system to urge that the assessments of the technologies employed in the far north are not regarded primarily as "engineering problems", as apparently was the case with the Detour Lake road project.[20]

III.4 The Economy

Access to markets and to capital resources - whether natural capital, monetary capital or human capital - is the key contribution of a well managed economy to the continuing development of the individual or group. Without such access, people are limited to meeting their own needs with their own labour and skills. Although the statistics are not designed to tell us how many are living under such conditions of subsistence in the North, it is probably safe to assume that this category would embrace at least half, and possibly more, of the 23,500 (1976 figures) non-whites north of 50°.

Only with access to capital will these people be given an opportunity for capital accrual or, at a minimum, the maintenance of a capital base and the generation of some income. This capital would have to be well managed though. And what we are seeing in the North - and particularly by the whites - is the very poor management of capital, especially the natural capital. This is not confined to the lack of attention to the generation of forests and the soil erosion but also to such problems as pollution of drinking water, thus incurring unnecessary costs in purification. Further, the capital is very clearly concentrated in the hands of a few who, for the most part, live south of 50°. The area exemplifies the problems arising from inadequate attention to ground rules 2, 16 and 22.

This has given rise to a society with all the characteristics that are to be found in a developing country. There is a modern sector (of the whites) and a traditional sector (of the non-whites). The non-white population is currently growing at about twice the rate of the white population, although the gap is closing. In many native communities, up to 60% of the population is under 25 years of age. These young people are having to leave to find work in the cities in the South. They are not well trained for this work and, inevitably, many social problems result. They do not find jobs in the North because there is no policy to

encourage reinvestment by those companies that are operating the forestry and mining activities in the North.

This brings us to the most fundamental point about the management of the northern economy and, indeed, about societal development policy in the North. If the North is to be anything other than a hinterland economy, completely dependent on decisions made in the South (by those corporations and the provincial government which control the capital) and suffering all of the consequences of the boom and bust cycles that afflict resource extraction industries, then the Province has to commit itself to a positive policy of guided transition to sustainable, globally viable and humanly fulfilling development.

What does this call for? In the broad brush, three things: first, a readjustment of distributive mechanisms (c.f. ground rule 16); second, an expansion of the renewable resources base (ground rules 2 and 13); and third, more attention to education and job training (ground rule 21). And, of course, these call for political will.

Readjustment of the distributive mechanisms should be designed to give all interested persons more opportunity to participate in productive processes by combining their resources with other resources and the resources of others. This will require more investment by the public sector and an encouragement to the private sector under very clear rules that each party can and will live with. Corporate tax incentives should be aimed at giving native (i.e. permanently resident) workers more opportunity to participate in profit-sharing. Tax incentives to these workers should aim to encourage them to build up local capital for their own enterprises. There is also further scope for the government to make investments in social facilities more attractive for companies. Some companies have more than demonstrated a willingness to provide and maintain these facilities if given sufficient tax allowances.

To the extent that redistribution of capital is successful, there have to be facilities for reconsolidation through such mechanisms as caisses populaires or other forms of revolving funds. The government could help institute these, although some Canadian banks, notably the Royal Bank, have now had some experience with providing banking services for the poor who are unfamiliar with such services.

The expansion of the renewable resources base is particularly important in lending stability to an area in which the highly vulnerable and necessarily temporary mining industry is so significant. This expansion will require three thrusts: the improvement of the use of existing, renewable resources; the protection of some activities until they are established; and, the prevention of the erosion of the existing capital base.

The improvement of the use of the forest lands has already been covered sufficiently well to illustrate what is required in that sector.

There is also considerable scope for improving agricultural production in the North. This should be done to make better use of the land, to provide jobs and to provide fresh food produced nearer the consumer. Most of this potential is well south of 50° except for the areas strad-

dling the 50° parallel in the areas north of Kenora and north of Dryden. The Conservation Council is pleased to see that after a period in the Fifties and Sixties in which there was a massive withdrawal of land from agricultural use in the North, that the first half of the Seventies has seen a 21% increase in the Great Clay Belt, a 6% increase in the Little Clay Belt and a 12% increase around Sudbury.[21] We are also pleased to note that the Province is designating an additional 108,000 hectares of agricultural land for food production to the year 2000 in the Northeastern Planning Region. We regret that the SLUP for the Northwestern Region did not indicate the extent of the lands to be so designated in that region. We recommend that **the Commission should urge the Ministry of Natural Resources, in collaboration with the Ministry of Agriculture and Food, to identify the land that the Province expects to designate for agriculture in the Northwestern Planning Region and to indicate how it will be retained for agricultural use.** Since the best land in the Northwestern Planning Region is near settlements, there will be every likelihood of further erosion of the capital base here.

We also recommend that **the Commission should explore ways in which cheese and beef production could be further encouraged in these northern regions to the point at which they meet regional market needs.** The high rainfall, short growing seasons and heavy soils are no longer seen to be the disadvantages they once were. Silaging of forage crops is enabling the production of beef cattle ready for slaughter at 14 months. The yields on barley and oats in the Temiskaming district are apparently higher than in southern Ontario due, in part, to the less disease-prone, cooler northern climate.[22]

The Province could assist in various ways. Research on production in these conditions; funding farm radio and T.V. information programs; stepping up of visits by Ministry of Agriculture and Food experts in soils and crops; and, low interest loans to farmers having to support enormous capital outlays.

In the area of egg production, the government could recognize the need to encourage more production in the North. The North is not now self-sufficient in egg production. Without clear cut government action, these patterns of production will continue for years. The pattern was "locked in" with the introduction of quotas years ago. The price of quotas on the market has gone up to a point where it is out of reach for most northern farmers. Less than two dozen of the 822 egg producers in Ontario are in the North and all are south of 50°. The Council recommends that **the Commission should examine the feasibility of the Government of Ontario buying up all egg quotas as they come on the market, at set prices (of, say, the current market price of $23.00 per bird) and then lease these back to northern producers until northern consumer demand is being met.**

Aquaculture represents another opportunity for making more of the existing natural capital. Fortunately, no quota system is at work here, but the government could assist through research, capital loans, advice and demonstration projects.

In preventing further erosion of the natural capital, the government needs to be enforcing regulations against pollution and erosion more thoroughly to avoid future recurrences of the sort of situation confronting the Indian community at Grassy Narrows in which the food base has been removed. The diversion of rivers needs to be assessed in light of the impact on the local food production activities. Technologies that produce a large amount of waste in production processes and thus impose burdens on the productive capacities of natural systems should be discouraged financially (c.f. ground rule 19).

The protection afforded the Indian community wild rice producers since 1978 (as a result of Royal Commission action) illustrates well the type of situation in which this is needed. The Conservation Council is pleased to note the Commission's effective action in this regard.

III.5 The Institutional Structures and Decision-Making Processes

Institutions, whether public or private, influence the potential for development of individuals and groups through both the form of their structures and through the decision-making processes they make possible. This influence, whether negative or positive, is partly direct and partly indirect. Their direct influence on human development is to facilitate or to hinder the socialization of individuals and groups through their socially productive interaction. Their indirect influence is through their impact on the functioning of the other developmental environments already discussed. Particularly important in this regard is the contribution to the co-ordinated development of these developmental environments.

We look at each of these functions in turn.

III.5.1 The socialization process

The social being is one with the resources, capacities, values and will to make a further contribution to the development of his society. His participation - or the mobilization and utilization of his resources and capacities in the affairs of his society - is central to his socialization. For, the important thing about human resources and capacities is that the more they are used, the more they develop. This is very much in contrast to other resources. Hence the term capacities seems more suitable to describe much of what people have to offer. Obviously if this process of socialization is to be positive, it requires a climate in which people are valued and in which the development of their capacities is stated as a goal of society. The Conservation Council recommends that **the Commission should urge the Government of Ontario to make clear that all ministries have a role to play in creating an environment supportive of the development of human capacities.**

The citizen's ability to participate in the affairs of society is affected by both the resources and capacities that individuals bring to the process and the channels of communication available. In the immediate term, it is only possible to make a major contribution to improving the

channels of communication. As they are improved, so will the resources and capacities be developed.

Our interest in the channels of communication is with:

- their accessibility;
- the ease with which they can be understood; and,
- the extent to which they are free of "noise" or extraneous or misleading information.

To improve these communications channels we need to look to institutional structures and decision-making processes. Here we confine our comments to public institutions, though the implications for non-governmental institutions are, hopefully, obvious.

One measure to avoid is that of attempting to reduce the overloading by standardizing the "inputs". Thus participatory processes that tend to rely, for example, on the filling of forms and avoid face to face discussions; that is, those that attempt to set norms for behaviour, tend to fail. They discourage people from coming forward.

A positive measure is to build up smaller scale community networks. Only through familiarity with the handling of the local networks will individuals be drawn out to participate in larger scale networks. This will mean more responsibility devolving to local bodies. More support for local radio and newspapers, along with community facilities, may also be necessary. The point being made here is that these facilities can serve as vehicles for local people to communicate with each other. The term "networks" is, of course, used in its broadest sense. Ironically, some of the larger scale T.V. networks, which have made non-participatory home viewing more a part of northern life, have reduced time given to participation in community facilities networks.

Where the Provincial Government is involved, every effort should be made to reduce "noise" to a minimum. This means clear rules of the game and a preparedness to stick to them. This is particularly important in the North where the Indians are in the majority. Their greater inclination towards concensus politics as opposed to the adversarial politics of the whites should be recognised.

III.5.2 The co-ordination of northern regional development

If the institutional structures and decision-making processes are also to enhance the potential contribution to human development offered by the other developmental environments, then they will need to provide for considerable inter-departmental and inter-governmental co-ordination. This is required not just at the provincial level, but also regionally - that is, for a body representing the northern region interests. One of the first requirements of the North in this regard is for a reduction in the number of different, often overlapping, units used by the Province. Both within and between ministries there is confusion and an inability to provide a complete picture. But behind this need there are a number of demands that are to be satisfied. They are of a political and an administrative nature. They can be expressed in terms of the national, provin-

cial, regional and, possibly, community scales of politico-administrativ space and the dynamics of the politico-administrative process. They are as follows:

1. The co-ordination of activities, investments, etc., bearing upon the region's development. This is required both inter-governmentally for any one sector and inter-departmentally at any one level of government.

2. The reflection, certainly provincially (and, hopefully, nationally) of regional differences.

3. The ability, provincially (and, hopefully, nationally) to respond to regional needs and to alleviate regional disparities arising from regional differences.

4. The reflection regionally of regional phenomena (social, cultural, economic, physical).

5. The ability, regionally and locally, to detect and respond to local needs and preferences.

6. The ability, regionally and locally, of a community to speak with a united voice.

7. The ability, especially locally, but also regionally and provincially (and, hopefully, nationally) for individuals and groups to participate in the decision-making processes affecting their futures.[23]

The satisfaction of these demands makes possible an on-going inter- and intra-governmental policy-making and program co-ordination process of which the development of the area north of 50° would be a part. That this is not happening now and that the Ministry of Northern Affairs is not serving as the body that satisfies the second and third demands listed above is evidenced by the very existence of the Royal Commission.

What is also implicit in the above is the need for consideration of a regional body akin to a regional municipality for the north. The preparation of definitive recommendations on this is clearly the subject of a study in itself. Thus the Council recommends that **the Commission should examine options for satisfying the above requirements of a politico-administrative system in serving a region such as the northern part of Ontario.** Among other options, these studies should include an examination of the possibilities of the Grand Treaty Councils being used as mechanisms for providing more services and local self-directed development in the region. The James Bay arrangement in Quebec also offers possible lessons.

IV. KEY CONSIDERATIONS IN INTRODUCING AN ECODEVELOPMENT APPROACH

It is impossible to say whether or not the principles and ground rules of ecologically sound development, as outlined in the previous sections, will come to be reflected in the various facets of societal development policy in Ontario. What does seem to be clear, however, is that there is considerable dissatisfaction with current practices and that more attention should be given to the generation of genuine alternatives. Thus, in considering the steps to be taken in introducing an ecodevelopmental approach to development in Ontario, we believe it is both useful and in keeping with the ecodevelopment philosophy to first identify some more general considerations pertaining to the maintenance of a more open policy-making and planning process conducive to, inter alia, the generation of alternatives. We will then move on to the more specific considerations bearing upon the introduction of the ecodevelopment alternative.

IV.1 General Considerations Relating to the Maintenance of a More Open Policy-Making and Planning Process

The inability of the policy-making processes of the western world, indeed the entire world, to generate real alternatives hit home in 1973. The evidence provided by the period immediately following the 1973 oil price increase is that no agency, national or regional, was either equipped with alternatives or seemed particularly inclined to look for any. There was a marked tendency to hope that the problem would go away. We are seeing a repeat of this syndrome in the interpretation by some of the current slackening in energy price increases as a sign that the energy crisis is going away. In northern Ontario, there is a similar danger that the possible fading away of the Reed tract issue and the Polar Gas pipeline issue, etc., will be interpreted as a signal that we can forget about looking at alternatives.

Part of the problem in generating alternatives, therefore, is to recognize the constraints imposed by our political culture. This is extremely difficult to do. One can see only with the eyes one is equipped with. The onus thus falls on the aware to open up the horizons and modify the perspectives of their colleagues who are more locked into their political culture. Policy and planning studies will need to utilize a far longer time frame if we are to ensure that our actions are sustainable and respect the interests of future generations. Likewise, if our actions are to respect the needs of others who share the same planet and on whose lives our actions impinge, the development planning space will need to extend far beyond the boundaries of the administrative jurisdictions to which policies and plans are necessarily confined. We will need to do this in our own self-interest too, for the actions of others will just as surely affect our lives. Boundaries will thus become far less significant in terms of delineating the reach of policy and planning studies in future. Further, with a growing awareness that the welfare of others elsewhere has a direct bearing on our futures, so boundaries will also lose significance in terms of flows of mutual assistance. All this is, of course, still a long way off when speaking of relations between Canada and, say, the developing countries. It is, however, as the existence of the Commission bears out, becoming more obviously a part of our thinking about northern Ontario.

To move beyond thinking, the first step would seem to be to improve the organization and preparation of what are coming to be known as futures studies. The concern of these studies with the interplay of a large number of variables and their preparedness to contemplate a change in the nature of that which is being planned has already been mentioned in Section II.1.2.2. The mounting of such studies in Canada would call for considerable improvement to the current state of the art in multi-disciplinary studies and the introduction of processes for greater involvement of other than academic researchers. It is unfortunate that the image of futures studies in Canada has tended to be tarnished by the frequent use of the term to describe what are no more than sectorally-narrow and often very short-term trend extrapolations. Relative to northern Ontario, for example, we are not talking simply about studies that individual industries may conduct, but studies that consider alternatives for societal development.

When it comes to recommending specific changes to policy-making structures and processes to foster futures studies, there is, however, little practical experience to go on. What there is tends to be mainly at the national level. The Dutch and Swedish governments seem to be best organized in this regard through, respectively, the WRR (in the Dutch Prime Minister's office) and the Swedish Secretariat for Futures Studies.[24] Either of these models could be utilized, with modification, by the Provincial Government and the Conservation Council would recommend that the Commission look at these offices with this in mind. Another possibility would be to also develop this function at the regional level if the suggestion, brought up in the next section, for a regional authority in the North is thought worthwhile.

However, whether we are considering location of such bodies at the provincial or regional levels, or both, this consideration of location cannot be divorced from ensuring they will be utilized. Thus location in the office of the Premier or, at the regional level, that of the chairman or chief executive officer suggests itself. However, this is really suitable only if the chief executive's office is seen as primus inter pares. In the case of Ontario (and other Canadian provinces), the Premier's office is more than just "first among equals". And in the regional governments in Ontario, one also finds this same characteristic of dominance. If the futures body is located in an office that dominates the political process, it will be less likely to be open to genuine alternatives. Location at and very close to the centre of power also opens up the threat of being diverted to answering short-term questions. Thus some distance is necessary. The Dutch seem to have achieved this relatively well within the prime minister's office, but perhaps because their prime minister's office is no more than primus inter pares. One attractive option at the provincial level would be to locate it in the Ministry of Intergovernmental Affairs. This would tie in well with the Council's recommendation that this Ministry be conducting more monitoring of international developments as they impinge upon Ontario (see next section).

The fact that another body is being recommended at the provincial level in addition to one at the regional level should not be interpreted as running counter to the promotion of decentralization of decision-making

characteristic of ecodevelopment. It is simply saying that this type of information is essential in maintaining a more open planning process at the provincial level. It would, hopefully, displace much of the current planning effort.

Wherever it is located, it should have the necessary minimum critical mass of staff representing a genuine mix of backgrounds to do an adequate job. Staff should be given reasonable opportunity to hide behind the anonymity of the office. Promoting alternatives is not necessarily popular with staff in other departments. The office should be able to report to the legislative body directly.

To encourage a propensity to innovation and change, the futures studies body should be characterized by a frequent staff turnover and an emphasis on the use of a variety of types of consultants. They should be encouraged to pay particular attention to the views of those more radical groups in society which are questioning the political culture and are often identifying up-coming issues.

Another mechanism for generating innovation and change is the inter-departmental task force. The Province has made frequent use of these - sometimes to considerable advantage.

In prompting public awareness of the issues, the Province does perform reasonably well in publishing much material. But the lesson is beginning to emerge that it should not necessarily promise public debate on every issue unless it is fully prepared to take the public's views into account. Disaffection, through disregard of one's views, is becoming an increasingly common feature of bodies politic in many parts of the world where, in recent years, greater attention has been given to public participation but not necessarily to the suggestions that emanate from it. Thus the Council recommends that **the Commission urge the Government of Ontario that, in those instances in which the Province intends to involve the public in decision-making, there be clearly understood arrangements for the use of the inputs derived.** In addition, in the North in particular, it is necessary to appreciate that there is a need for considerable time for dialogue among persons from different cultures. The Council also approves of the practice, followed by the Commission, for example, of paying to assist participation where necessary. However, since the practice is still far from being uniformly accepted, the Council recommends that **the Commission propose policy guidelines, in its final report, on the provision of financial support to groups for assisting their participation in public decision processes.**

Perhaps the most fundamental consideration relating to the openness of the policy-making process is the quality of the information available. It is on this that the credibility of the government rests in large part. There are several facets of this matter. For example, issue identification is a major problem associated with obtaining better information. Opinion polls can be used to identify preferences but are of questionable value for goal development. They are vulnerable to being fixed by the public sector and to being used by the non-governmental sector to bring pressure to bear on governments in certain sectors. In this regard, the Council recommends that **the Commission should urge the Province to**

sponsor more research that is free to be critical of government policies. There should also be adequate arrangements made for feedback from policy-makers to researchers.

One other step the government could take to improve its credibility is to publish all of the information necessary for a member of the public to understand the broad dimensions of the issue. For example, the confusion over where we stand, as a Province, with regard to our forest inventory and the rates of reforestation is surely inexcusable for a province so dependent on the forest industry. The Council recommends that **the Commission should urge the Ministry of Natural Resources to prepare a short document outlining precisely what the current situation is with regard to forestry in the Province.** Even the very useful study by Lakehead University[25] for the Commission does not convey just where we stand in a way that is possible for a member of the interested public to comprehend.

The Council recognizes that in a number of areas the Province does not have the basic information necessary to make a sound policy decision. Where this is the case, we would recommend that an acknowledgement be made to this effect. There are a few examples of this in the Strategic Land Use Plans. For example, it is helpful to know that the Ministry of Natural Resources does not yet have sufficient information to be able to produce a figure for the potential harvest for waterfowl in the Northeastern Planning Region.[26]

Another problem associated with obtaining better information is that relating to the organization of the context within which the information should be presented and interpreted. In part, the problem may be resolved by the resolution of the variations in statistical and planning units used between and within provincial ministries. More fundamentally, however, this takes us back to the argument for the new paradigm for development. The formulation of several alternative paradigms should be encouraged.

IV.2 Specific Considerations Relating to the Introduction of an Ecodevelopment Approach

What follows is a very summary outline of the main steps that are likely to be involved in making a transition to a development process in Ontario that reflects the principles and ground rules of ecodevelopment. The outline is offered simply to show that the process of making the transition is not in itself a problem. The attraction of an ecodevelopment approach to societal development rests on what it has to offer and this has already been discussed. If, after having considered the foregoing, the Commission believes that the approach warrants further exploration and elaboration as to the steps to be taken in putting it into practice, the Council would be pleased to take this up with the Commission.

Needless to say, in introducing an approach to development that is appreciably different from past practice, one has little international experience to draw upon. However, in essence, all that is involved is the use of common sense and the recognition that one is embarking on a

learning experience in which one is prepared to make adjustments. There are two sets of considerations we wish to address here. One relates to the stages involved in formulating and implementing ecodevelopment policy; the other to the possible changes in existing processes of policy-making and the supportive governmental machinery. We examine these in turn.

IV.2.1 The stages of policy formulation and implementation

Since the process involved here calls for a continuing recasting, redefinition and refinement of public policy, we can make a simplistic distinction between what we shall call the Initial Policy Stages, the Intermediate Policy Stages and the Accepted Policy Stages to reflect this continuing refinement. From the start there is a commitment to explore the approach and the task is to develop that commitment and understanding of the approach. In the Intermediate Stages, the tentative policy options are developed and requisite resources identified. In the Accepted Policy Stage, the commitment becomes strong and the ground rules are detailed and applied in pursuit of the specific options selected. Continuing refinement would obviously follow. Each of these broad steps in the evolution of the policy are outlined.

IV.2.1.1 Initial Policy Stages: The development of a commitment and an understanding

The main stages involved here are: concept development; team development and training; and, initial ecodevelopmental analysis of the developmental environments, problem identification and identification of under-used assets.

In initiating the further elaboration of the concept it is important to recognize that one is at the same time initiating a learning process and the development of the commitment to the concept. The organization of the process has to reflect recognition of the fact that people run with the ideas they identify with. Thus a mechanism is needed that permits the involvement of representatives of all of the groups that are likely to be instrumental in the introduction of the new approach. The Council recommends that **the Commission should urge the Province to initiate such a process with a small multi-interest group in the North with links to other key officers at Queen's Park.** Any involvement of the Toronto business community and union leadership would have to be based on the clear understanding that a genuine attempt at introducing a truly alternative approach to development is being tried. This could act as a pilot project.

Ideally, there would be groups in several different communities distinguished primarily by their different resource bases but also reflective of the variations arising from the cultural make-up of the communities. The group or groups need not have to start with a comprehensive approach. They could work outwards from an initial focus on a broad, yet specific, issue of real concern to the community. Although we are concerned here primarily with a forward planning process as opposed to the assessment of proposed undertakings that will emanate from the public and private sector from time to time, the same type of approach lends itself well to the

assessment of such undertakings. One good example is that being utilize by Ontario Hydro in respect of the Little Jackfish River. Ontario Hydro is involving a multi-interest community group in its assessment of the socio-economic implications of this proposed project.[28]

As the initial exploration of the concept progresses, doubtless some people will leave and others will be brought in to the group. A challenge for the leaders guiding the process is to maintain a core of people from the various organizations, etc., who are key to follow-through. The leaders also have to be sensitive to creating a climate in which all are regarded as equals if they are to build a team that is to work co-operatively. These leaders have to create an atmosphere which encourages exploratory learning and lateral thinking as opposed to acceptance of the given. It is important to note that we are concerned with a process that is more extensive than a multi-disciplinary research project found in universities. There should be a healthy wariness exercised relative to the academic approach to multi-disciplinary studies. There are only a few truly multi-disciplinary university faculties that have succeeded in getting their individual faculty members to move beyond the bounds of their traditional disciplines. We sense, however, that the Commission is already aware of the value of a broad spectrum of experiences being brought to bear on an issue. The reference, by the Commission in its Issues Report[27], to the broad range of views about the potential of wild rice in the North is evidence of this.

Once the team has familiarized itself with the concept and elaborated on the principles and ground rules, it can move on to the more precise identification of the specific problems existing in each of the developmental environments. The leaders have to ensure that the right questions are asked at this stage. Use of the checklist of ground rules and involvement of a broad spectrum of citizens involved in the issue under consideration will help. Making use of international experience in dealing with similar issues may also be relevant.

IV.2.1.2 Intermediate Policy Stages: The formulation of tentative policy options

This next series of steps in the process involves: the identification of the key points of intervention and the formulation of policy options; and, further research and the development of monitoring techniques.

In identifying the key points of intervention, one is essentially looking for the bottlenecks to be freed up in the web of inter-related processes. One is not simply developing a linear planning model.

The choice of the key points to be acted upon will constitute the basis for the broad policy directives. This choice has to be made by political leaders. Ideally, some of them have been involved from the outset. Certainly one cannot proceed further without their involvement. To take the wild rice example again, the fact that the Commission was able to convince the Government of Ontario to initiate a program of protected development of wild rice as an Indian industry is testimony to the ability of the current machinery to accommodate new initiatives.

In carrying out research on the feasibility of the various options under consideration, it is quite likely that lessons can be learned from an assessment of international experience.

Thought should also be given to ways in which progress can be measured once a policy has been chosen. These "progress indicators" should attempt to capture improvements in the interaction enjoyed in or with any developmental environment. The earlier reference to recreation opportunities found in the Strategic Land Use Plans comes close to this. Ideally, the indicator would also express the extent to which the desired level of performance within a developmental environment has been achieved (for exmple, a ratio of the sustainable moose-hunting opportunities provided relative to those thought to be needed).

IV.2.1.3 Accepted Policy Stages: Detailed policy development and implementation

The main stages involved here include: policy selection; the refinement of strategies, programs and instruments; and, policy implementation.

There is little to note that is other than what one would expect of any democratic process although perhaps it bears reiterating that particular effort should be made to involve the bodies politic of interested communities wherever possible in these stages as in the others already outlined.

Because of the procedure being followed, it is likely that the decision-takers will have a fairly good sense of public preferences prior to the actual selection of the preferred policy. Certainly, every effort should be made to display all the relevant information on the options in a readily digestible form prior to such decision-taking. If a mixed group of citizens is involved in the project at this stage, it should not be difficult to decide what is relevant and digestible. In this regard, the Council is pleased to note the emphasis that the Royal Commission's criticisms of the Detour Lake road assessment placed on the importance of a full, balanced, succinct and readily digestible presentation to the public.

In refining the strategies, programs and instruments, one challenge is to minimize the "unanticipated side-effects" and another is to minimize overlaps in programs. The use of the checklist of ground rules applied to each proposed program should help realize the former objective, and a full discussion by all interested parties of a program and performance budget should help realize the latter. A key factor, though, is that all these persons should be prepared to discuss their programs openly. The implication for the design of the decision-making structures and processes is that they should reflect a spirit of co-operation among co-equals more than an hierarchical structure.

In assigning functions to levels of government, if other levels are to be introduced in the North, every attempt should be made to decentralize where possible and involve local people in what also has to be regarded as a socialization process. Limits to this decentralization do exist, however. It should not be at the expense of the developmental environ-

ment. Thus natural systems should be respected in the protection of underground water aquifers. And, to apply the concept to the economy as a developmental environment, tax jurisdictions should not be so small that they enable people to escape payment of taxes for services enjoyed. In the North, in contrast to southern Ontario, there has to be greater recognition that there is less acceptance of the public sector as an agent of development. The positive side of this is that people are more prepared to be self-reliant. This should be encouraged. The example of encouraging local communities to provide their own electric power has already been mentioned.

IV.2.2 The machinery for provincial policy co-ordination in support of ecodevelopment

This brief is suggesting that the Government of Ontario should attempt to ensure that its policies are supportive of production processes, life styles and consumption patterns that are indeed sustainable, equitable and humanly fulfilling. A number of recommendations have been made as to how this might be done, especially relative to northern Ontario. These recommendations obviously apply in principle to the entire Province. Many could be acted upon by individuals and groups without reference to those steering the central policy-shaping processes at Queen's Park. But, by the same token, a shift in perspective at Queen's Park would make a great deal of difference. The Conservation Council recognizes that, as the spirit of the age has changed and as awareness of the limitations of our resources base has grown among those at Queen's Park, so policies have gradually shifted to reflect those changes. We are suggesting, though, that a further shift is overdue. And because we are concerned that this shifting by Queen's Park has not kept up with the needs of the day, we are also recommending that certain modifications be made to the structures and processes through which ideas are exchanged between the public, the civil service and the cabinet and through which those ideas become translated into policy and programs.

Our first set of concerns is with the policy field secretariats.

The Conservation Council would like to think that when the three policy field secretariats were introduced at Queen's Park, there was a clear recognition of the continuing importance of our resources base to our way of life, a recognition of the importance of distributive justice being reflected in all our activities, and not just within our society but also as we relate to other societies, and a recognition of the importance of human fulfillment in making us social beings.

Time seems to have revealed some shortcomings. The secretariats appear to operate on an adversarial basis. This may be defensible if they were to offer their own perspective of the entire range of considerations bearing upon a major policy question coming before cabinet. However, they are not structured in a way that is conducive to their taking such a broad perspective. As the Northern Development Research Group (NDRG) has already made clear in its study for the Royal Commission[29], there is a noticeable lack of contact between social policy ministries and, say, the resources secretariat. The NDRG also notes the impact that this lack of formally structured communication has on the work of ministries such

as the Ministry of Natural Resources. The Strategic Land Use Plans do not give adequate attention to the distributional issues (e.g. who benefits?, who pays?).[30] Thus the Council recommends that **the Commission should urge the cabinet that more formal linkages be provided for between the policy secretariats and those ministries outside of what is now regarded as the ambit of their respective "fields".** We further recommend that **this should also be supplemented with a rearticulation of the terms of reference of the policy ministers to reflect the incorporation of an ecologically sound approach to development.**

While this structural change would facilitate an appreciation of the inter-relations between policies to be watched for, it does not guarantee that they will take place and in a way that is sensitive to the principles being espoused here. Thus the Conservation Council also recommends that **each policy secretariat should be assigned an appropriately qualified officer whose task it would be to identify and/or approve the key sets of interrelations to be examined by the secretariat staff officers relative to any major policy question coming before their secretariat.** By appropriately qualified we mean having an "educational background and professional experience in analyzing all types of ecosystems". These three officers could rotate between secretariats on a fairly frequent basis.

We believe that a greater attention to these interrelations would make for a more meaningful presentation of the options to cabinet, in terms of the various side-effects that each option might expect to have. These presentations are now possible with the video-display technologies now available.

Turning to our concerns at the level of the ministries, we believe that our interest in seeing more comprehensive policy planning emanating from these ministries would be better served by a greater emphasis upon "functions" to be performed and less upon "products" to be produced. This has been well expressed in the Crown Land Recreation Study prepared for the Ministry of Natural Resources.[31] The Conservation Council recommends that the Commission urge the Ministry of Natural Resources to act upon the recommendations of the Crown Land Recreation Study relative to this shift in emphasis to the performance of functions. We also recommend that the same principle be examined by other ministries.

Finally, the Council recommends that **the Commission should give serious consideration to the establishment of some form of local or regional government in the area north of 50°.** In this regard, the arrangements introduced in Quebec in the James Bay area may be of relevance. We do not go into this because specific recommendations can emanate only from detailed study.

IV.3 Specific Considerations Relating to the Environmental Assessment Act

Throughout this brief, references have been made to the Environmental Assessment Act and the manner in which the Act has been administered to date. This has been done largely because the Commission has expressed

particular interest in receiving comments on the Act. As is hopefully clear from these various comments, the Council has mixed feelings about the Act. We do believe that the Act could be highly beneficial as one of several instruments to be used in introducing an ecologically sound approach to development in Ontario. However, we also believe that the Act and its administration needs improvement and that, even with these improvements, the Act would have limitations calling for comment.

It is important that the limitations of the Act are recognized. The Act is useful only for the assessment of proposed undertakings and for minimizing the undesirable impact of those undertakings. That the undertakings are proposed on the basis of what may or may not be a comprehensive policy, programs or plan for development of an area (such as that north of 50°) is immaterial. The Act does not, in itself, contribute to the shaping of the type of development policy that is suggested here as being desirable, and especially so for Ontario north of 50°. Thus, it is not an instrument of forward planning aimed at rectifying the current shortcomings in the developmental environments.

However, if such a policy of ecodevelopment were to be articulated, the Act could be very useful, if modified, in the implementation of such policy. The Council has many suggestions for the improvement of the Act. Since most of these have been presented to Premier Davis in a brief last year, the Council recommends that **the Commission should give careful consideration both to the points raised in the Council's brief to the Premier of Ontario on Exemptions to the Environmental Assessment Act, dated 27 May, 1982, and to the application of the broader considerations raised throughout this current brief pertaining to: the articulation of the purpose of development; the qualities to be sought and maintained in our developmental environments and the characteristics to be minimized; the definition of the study area; citizen participation; and the provision and quality of information.**

The brief to Premier Davis is reproduced in Appendix III.

The Council also wishes to take this opportunity to express its concern over the delay of the application of the Act to undertakings of the private sector. Thus the Council recommends that **the Commission should urge the cabinet to proclaim the application of the Act to major undertakings by the private sector.**

FOOTNOTES

1. This section on the changing context for public policy-making draws heavily upon Simon Miles, "Rethinking Societal Development Policy: the Ecodevelopment Alternative" in A. Kuklinski (ed.), Societies, Regions and Boundaries, United Nations Research Institute for Social Development, Regional Planning Series (The Hague, Mouton, in press) and reports of three recent seminars: one on The Integration of Social Aspects Into Macro-Economic Planning and Policy Making (report available from Ministry of Finance, Government of Norway; a second on Futures Studies and Policy Analysis in the Political Process: Patterns, Problems and Potentials [papers and discussion published in book form - see Peter Baehr and Bjorn Wittrock (eds.)], Policy Analysis and Policy Innovation (London: Sage Publications, 1981); and the third on Regional and Local Dimensions of Social Reporting (report published by the United Nations, New York, 1980, two volumes)

2. For an elaboration on the significance for the quality of life, of options and of attachments to people, places and things, see Ralph Dahrendorf Life Chances, (Chicago: University of Chicago Press, 1979)

3. The Environmental Assessment Act, Revised Statistics of Ontario, 1980, Chapter 140, Section 2 (Toronto: The Queen's Printer & Publisher)

4. Simon Miles, Ecodevelopment and Third World Urban Regions: A Prospective for International Development Cooperation Policy, (Ottawa, Supply and Services, 1979), p. 10-11. Publication in English or French obtainable from Department of Supply and Services, Ottawa, Canada, K1A 0S9

5. Ontario, Ministry of Natural Resources, Northeastern Ontario: Strategic Land Use Plan, (Toronto: Government of Ontario, April 1982); Ontario, Ministry of Natural Resources, Northwestern Ontario: Strategic Land Use Plan, (Toronto: Government of Ontario, May 1982)

6. Royal Commission on the Northern Environment, The Road to Detour Lake: An Example of the Environmental Assessment Process in Ontario, (Thunder Bay: Royal Commission on the Northern Environment, 1981)

7. The concepts of planning with nature and environmental constraint planning were first introduced into Ontario by Michael Hough in the mid-Sixties in work on carrying capacities of lakes. In the Sudbury long-term plan studies Hough, Stansbury and Associates of Toronto utilized a number of techniques that are now becoming more accepted and that, if used in the plans for expansion of northern settlements, could help assure more attractive natural surroundings for those settlements, as well as more benefits being derived from the environment.

8. The work on ecocharts has been pioneered by Mr. Vladimir Matus, Manager, Energy and Urban Design Section of the Planning and Development Department of the Regional Municipality of Hamilton-Wentworth. Two major documents available are Planning for Low Density: A Solar Approach (July 1980) and Design Criteria for Energy Efficient Neighbourhood Planning (September 1982)

9. Lakehead University, The Economic future of the Forest Products Industry in Northern Ontario, (Toronto: Royal Commission on the Northern Environment, 1981) p. 156-7

10. Ibid p. S-12 to 16

11. Environment Canada, A Framework for Forest Renewal: Policy Statement, (Ottawa, Environment Canada, 2 September, 1982)

12. The writer is indebted to Julian Reed, MPP, Liberal party critic for Natural Resources, for these observations on the management of natural resources and energy production. Mr. Reed and Mr. Murray Eldon, the Liberal party critic for the Environment who made some very constructive observations on the organization of the policy-making process in Ontario, addressed the Conservation Council on 29th September, 1982.

13. Globe and Mail. Toronto, 13 October, 1982, p. 12

14. Ontario, Ministry of Natural Resources, Report of the Task Force on Parks System Planning (plus Appendices), (Toronto, Government of Ontario, March 1982)

15. The concept of "user days" and "opportunities" was introduced to the Ministry of Natural Resources in the Crown Land Recreation Study, Phase 2 prepared by Hough, Stansbury and Associates in 1979. The summary recommendations of that report were reproduced as an Appendix to the Conservation Council's earlier brief to the Royal Commission in 1980.

16. Ibid p. xxxi

17. Ontario, Ministry of Natural Resources, Background Information on Land Use Planning and Parks System Planning in Ontario, (Toronto, Government of Ontario, March 1982)

18. Royal Commission on the Northern Environment, The Road to Detour Lake, op. cit. p. 58

19. Royal Commission on the Northern Environment, Issue Report (Toronto, RCNE, December 1978) p. 232

20. RCNE, The Road to Detour Lake, op. cit. p. 62

21. Ontario, Ministry of Natural Resources, Strategic Land Use Plan for Northeastern Ontario, op. cit., p. 25

22. Julien Proulx, "Optimism on the Farm", Noract, August 1982 (Hearst: Northern Ontario Research and Development Institute, University College of Hearst) p. 6

23. Simon Miles, "A National Urban Development Policy: Establishing the Machinery for Policy Formulation and Implementation". Paper prepared for the United Nations Inter-regional Seminar on New Towns, London, June 1973

24. Further information on the operations of the Dutch WRR and the Swedish Secretariat for Futures Studies is available in the book referred to in footnote 1 by Peter Baehr and Björn Wittrock.

25. Lakehead University, The Economic Future of the Forest Products Industry in Northern Ontario, op. cit.

26. Ontario, Ministry of Natural Resources, Strategic Land Use Plan for Northeastern Ontario, op. cit., p. 37

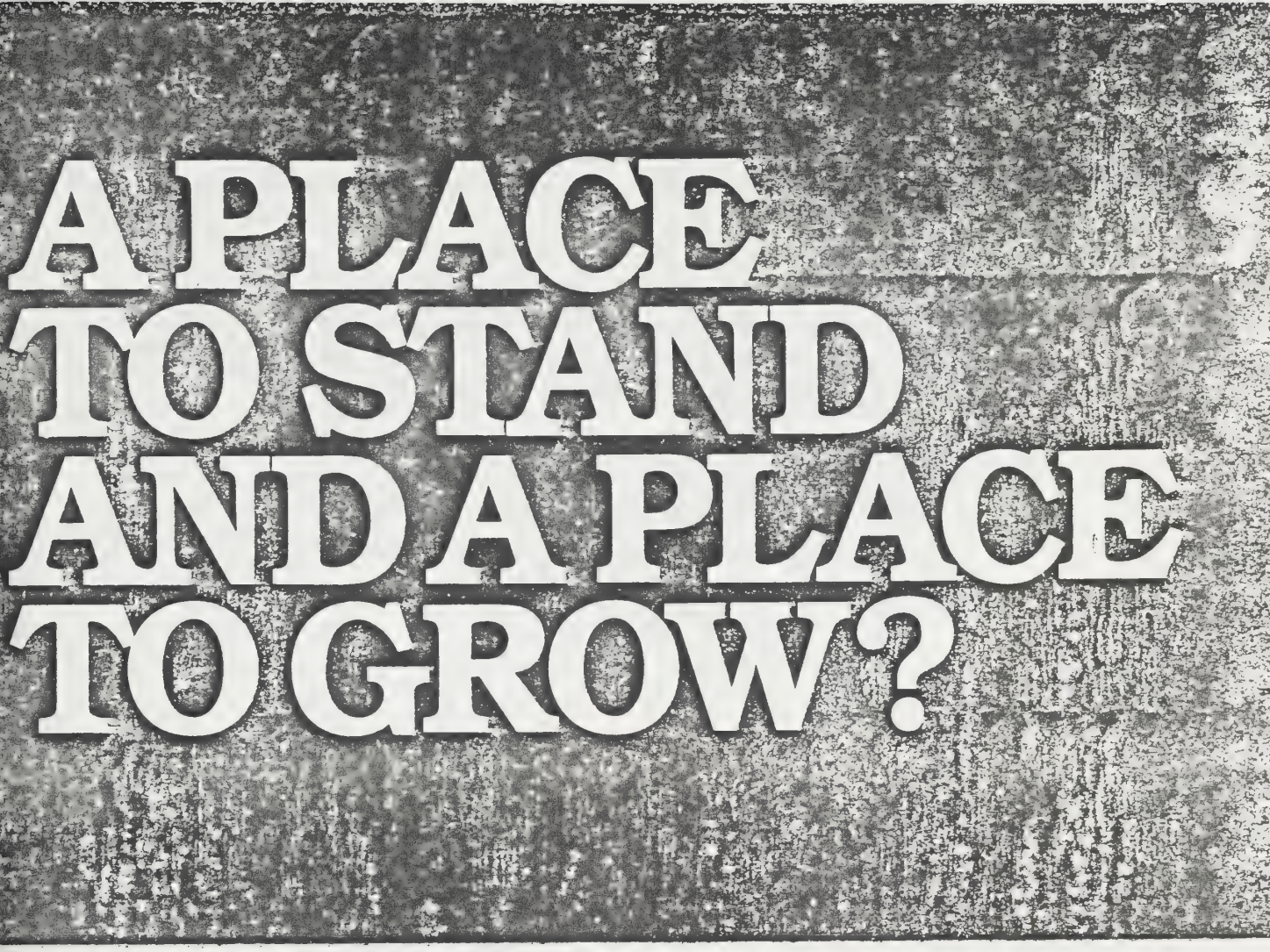
27. RCNE, Issues Report, op. cit. p. 103ff

28. Ontario Hydro, Little Jackfish River; Project Newsletter, No. 1 February, 1982

29. Northern Development Research Group, A Selected Overview of Ontario's Public Decisional Framework of Northern Primary Resource Development, (Toronto, RCNE, 1980) p. 23-30

30. Ibid p. 28

31. Hough, Stansbury and Associates, Crown Land Recreation Study, Phase 2, op. cit. p. xxvi



SAY *YES*
TO THE FUTURE.

THE CONSERVATION COUNCIL OF ONTARIO
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YOUR VOICE IS THE COUNCIL.

The Conservation Council of Ontario was founded in 1952 by Dr. F. H. Kortright "to promote the welfare of all persons by encouraging the conservation, restoration and best use of soil and water and the life sustained thereby."

Support for such an objective is even more necessary in Ontario, today.

Economic development and population growth have brought problems of natural resource use to the forefront in this, Canada's most urban and industrialized province.

For an all-too-visible example, look to the land. Too much of it is being covered with concrete or spoiled by waste as we pursue a "higher standard of living."

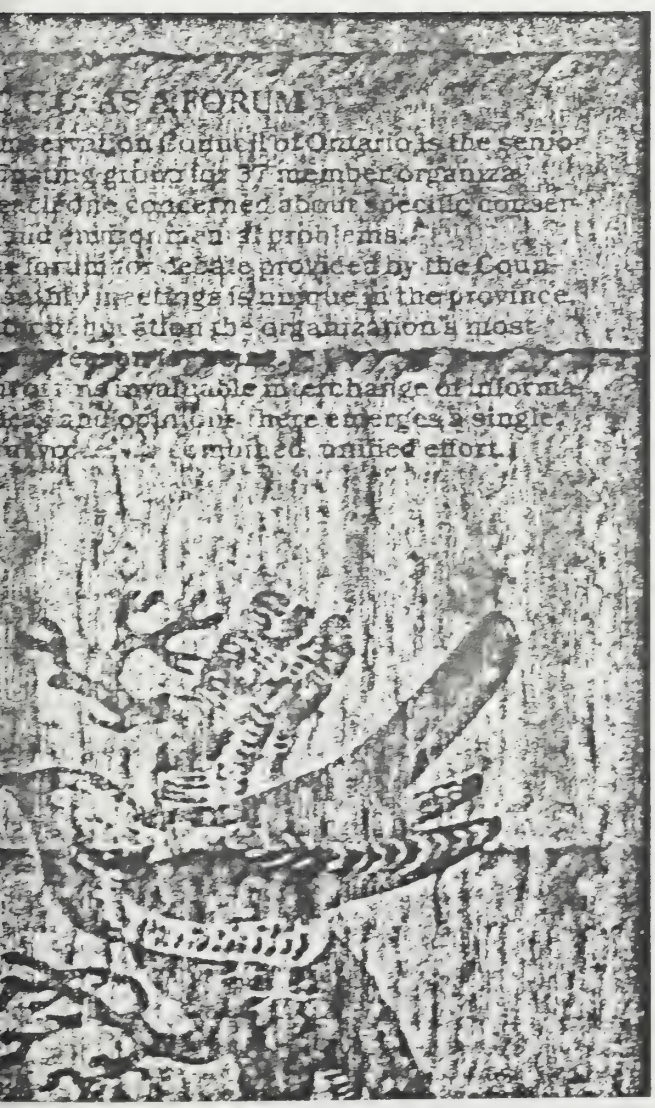
And each time we allow the land or any one of our other natural resources to suffer in this economic/environment trade-off, we are irreversibly mortgaging the future.

Not just our future, but also our children's.

Will Ontario continue to be a place to stand and a place to grow?

That depends on how effectively you voice your concern.

In Ontario, that voice is The Conservation Council.



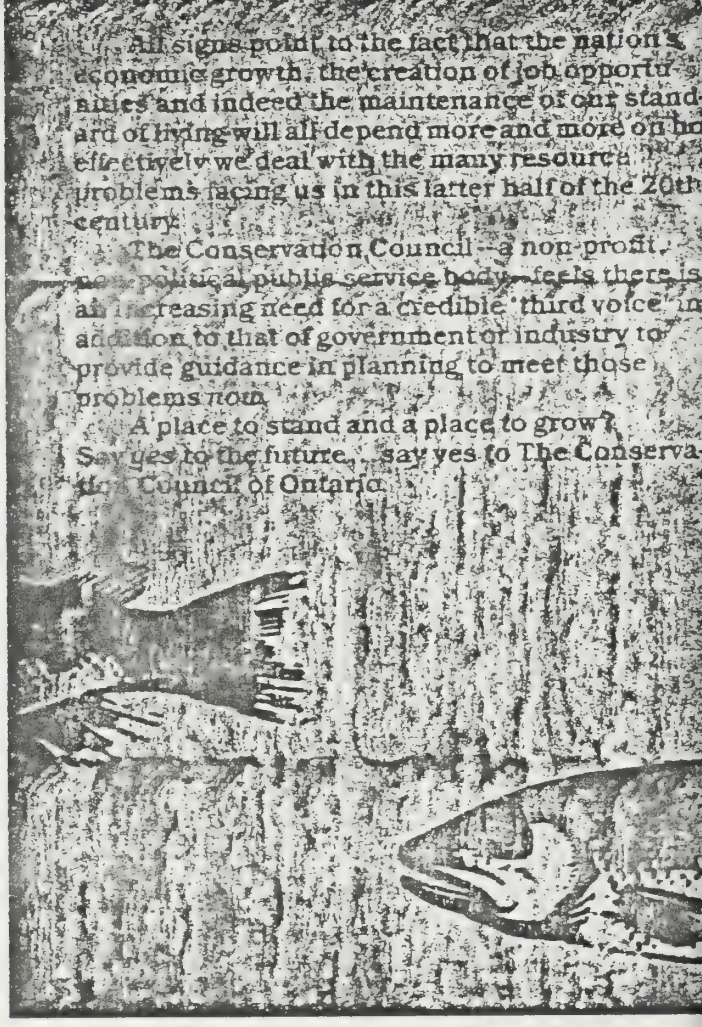


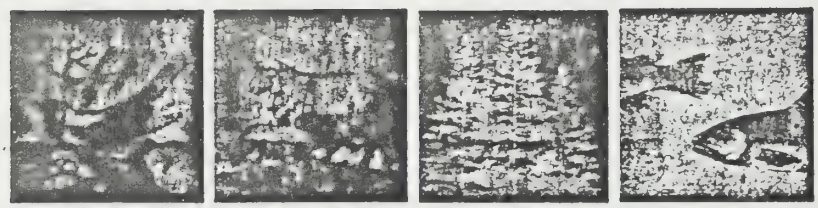


All signs point to the fact that the nation's economic growth, the creation of job opportunities and indeed the maintenance of our standard of living will all depend more and more on how effectively we deal with the many resource problems facing us in this latter half of the 20th century.

The Conservation Council—a non-profit, non-political public service body—feels there is an increasing need for a credible 'third voice' in addition to that of government or industry to provide guidance in planning to meet those problems now.

A place to stand and a place to grow? Say yes to the future. Say yes to The Conservation Council of Ontario.





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6th Floor, 45 Charles Street East
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(416) 961-6830

The Conservation Council of Ontario is a member of

- International Union for Conservation Of Nature and Natural Resources
- Ontario Conference on Local Government
- World Population Society

and is affiliated with

Great Lakes Tomorrow
Great Lakes Fishery Commission

Membership

The Council is a non-profit corporation, public service body. In its membership it has enrolled those local or provincial associations that have an active concern for the quality of the environment and outstanding individuals having fundamental knowledge and experience in phases of conservation. Total membership of its constituent organizations exceeds one million persons.

The services of these people are freely given and unselfishly dedicated to the advancement and application of conservation principles.

Aims and Objects

(a) To promote the welfare of all persons by encouraging the conservation, restoration and wise use of natural resources of soil and water and the life supported thereby;

(b) To promote the co-operation of organizations engaged in various phases of conservation and related human betterment;

(c) To promote the co-ordination of the activities of conservation organizations;

(d) To provide the public with information, initiatives for environmental and conservation action, and information on climatic changes for the planning and development of conservation programmes, at both provincial and regional levels;

(e) To institute and encourage research in all phases of conservation, education, particularly that of the younger generation, in the conservation of natural resources;

(f) To co-operate with governments and governmental agencies having the duty of conservation and development of natural resources.

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SUBJECT MATTER OF INQUIRY

The subject matter of the Commission's inquiry will focus on perspectives on development and the decision-making process as it relates to the Environmental Assessment Act and resource allocation and management.

The Commission will investigate ways of ensuring that resource-based development proceeds in a manner that is more orderly and beneficial and less damaging in its economic, social and natural environmental effects. It will also be identifying opportunities to improve the procedures for reaching decisions about development and environmental protection and to secure more effective public participation in these procedures.

The inquiry will address questions such as:

1. How could the decision-making processes be improved for the allocation, use and management of natural resources, for land use planning, and for environmental assessment and protection?

2. What approaches towards development in the major resource-based industries could increase benefits and reduce negative environmental impacts in Ontario north of 50°?

3. What alternative approaches towards natural resource allocation, use and management could help to strengthen the economic and social base of communities in Ontario north of 50°?

APPENDIX II

May 27, 1982

The Honourable Alan Pope,
Minister of Natural Resources,
Room 6323, Whitney Block,
Queen's Park,
Toronto, Ontario,
M7A 1A2.

Dear Mr. Pope:

Your announcement of March 12th concerning parks system planning made it clear that 1982 is a most critical year for Ontario's provincial parks program. The Conservation Council, as you know, has a long record of support for this program. The following comments on your initiatives reflect the Council's desire for a complete system of parks, as envisioned by existing parks policies, to emerge from the Ministry's land use planning effort.

In the first place the Council commends your action to coordinate parks sys-em planning with other land use decisions. The internal review of candidate parks over the past year, while other program plans went ahead, caused us concern. We are pleased to see parks planning back on the public agenda. Furthermore, your one-year renewal of Great Lakes Forest Products' license in the Ogoki-Albany Wilderness Area demonstrates that the Ministry is taking its own park proposals seriously.

Secondly, the Council supports the direction put forward in the Report of the Task Force on Parks System Planning. It reflects a serious attempt to satisfy the Ministry's system requirements and points out where deficiencies remain to be overcome. The roster of candidate parks includes a number which have received the Council's endorsement already and on which we intend to comment during the year.

Finally, we are particularly heartened by your personal commitment to put many new parks into regulation during 1983. The Council has seen decisions of this kind delayed all too often and in this case indefinite postponement

The Honourable Alan Pope
Minister of Natural Resources

---

would foreclose the park options in many areas. Clearly your forthright statement reflects a recognition that parks enjoy widespread public support and are a sound investment in the future economy as well as environment of this Province. We share your view.

On the whole the Council's response to your initiative is very positive. At the same time we have a number of problems with the approach taken. In brief they are:

1) Parks policy targets are not entirely met by the proposed candidates. No means of resolution has been proposed. The existing candidates are also open to compromise at the District level, through boundary revisions, without any indication of how this will be done.

2) No clear, public process for resolving conflicts is presented. Also missing is any indication of how local, regional and provincial level interests will be balanced or in what form the approval process will take for parks as well as the land use plans themselves. In short, the process lacks accountability.

3) The parks planning and management policies defined in the "Blue Book" are being subjected to an open-ended review at the same time as the targets they contain are to be implemented.

4) The interim management policies for candidate parks cast a long shadow over future parks designation, especially when some promising areas have already been rejected as candidates because they are already committed or degraded.

5) The constraints on effective public involvement in the District Land Use Planning program are very tight: the vagueness of the decision process, obscurity of the issues, restricted access to background data, and short time-frames all combine to pose a serious obstacle to informed submissions from the public.

The Council is especially concerned by the fact that neither a firm government commitment to the "Blue Book" nor a well-defined accountable decision process are in place at this time. In our view, one or the other, if not both, are needed to ensure progress is made towards a complete parks system.

We wish to reiterate our support for the "Blue Book" at this time and seek your personal assurance that its policies will not be downgraded at the District level. In terms of the process we urge you to organize public meetings at the regional or provincial level where broad issues can be raised and briefs presented. These would supplement, not supplant, the valuable local open houses and respect the fact that public lands and resources are the legitimate concern of all citizens.

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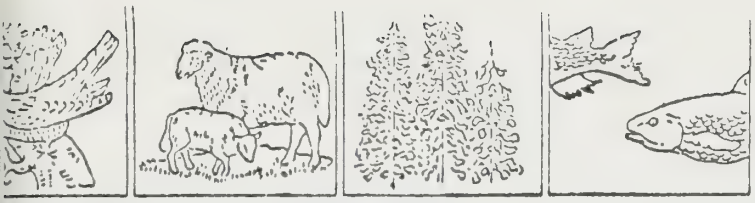
The interim management guidelines are troublesome as well. From the Council's experience, interim guidelines all too easily become long-term policies and commitments before a proper assessment can be done of their implications. In the present context of reviewing the "Blue Book" they are cause for grave concern. As they stand these very general guidelines could very well lead to the unacceptable alteration of natural areas and jeopardize eventual park designation. The Council wishes to see more specific statements from your Ministry on this matter before we discuss their acceptance in principle. For instance, exactly what resource uses are compatible with park values? How will park values be protected for each one? How will the suitability of these uses be assessed on a site specific basis, and by whom? These are especially important questions for this Council which has always been in favour of multiple use of land, where appropriate.

Thank you for considering our views on these vital issues. We look forward to your earliest response to the concerns raised. The future of Ontario's park system clearly depends on your answers.

Yours sincerely,

THE CONSERVATION COUNCIL OF ONTARIO

Arthur M. Timms, Executive Director, for
George W. Cadbury, President



APPENDIX III

ONSERVATION COUNCIL OF ONTARIO

oor, 45 Charles Street East, Toronto M4Y 1S2 — Telephone: 961-6830

BRIEF TO THE PREMIER OF ONTARIO
ON EXEMPTIONS TO
THE ENVIRONMENTAL ASSESSMENT ACT

INTRODUCTION

As an organization which has for many years supported the full application of the Environmental Assessment Act in Ontario, The Conservation Council of Ontario would like to take this opportunity to present its views on a major threat to the integrity of the Act. Recent decisions by the Provincial Government to exempt the South Cayuga facility from the Act and to renew the interim exemption for crown land forest management have caused considerable concern among members of the Council. It is apparent to the Council as a whole that these decisions, as others before them, have undermined this pioneering legislation to the point that its detractors have come to refer to it as the Environmental Exemptions Act.

In the Council's opinion, if the Act is to fulfill its potential as a comprehensive environmental planning tool, the process of approving exemptions warrants greater definition and public input. Decisions to exempt projects should also be tied more closely to the purpose of the Act. Substantial improvements in both areas will not require an overhaul of the legislation or Ministry administration. The issue is primarily one of political will and with a majority of government in place there should be little difficulty in exercising the necessary commitment.

For its part, the Council wishes to point out what are seen as major weaknesses of the exemption process brought to light by recent approvals and to recommend measures which it believes will increase both the effectiveness and credibility of the Act.

MAJOR PROBLEMS

1. The exemption powers are open to abuse

Section 30 of the Act provides the Environment Minister with broad powers to exempt undertakings on a temporary or permanent basis without a hearing or any other forum of public input and without any public accounting for the decision-making process. Section 41(F) also provides an exemption-making power to Cabinet. Exercise of these powers has consistently failed to support the objective of this Council to see the legislation fully applied so as to entrench impact assessment as a basic element of all environmental management decisions.

The Council supports the exemption as opposed to the designation approach for phasing in the application of the Act. However, it is not clear that the public interest is well served by the hundreds of pages of regulations shelving objective study of whether the environment may be injured by all varieties of public projects including some of the largest and most controversial undertakings carried out by the Government. Taken as a whole, these exemptions raise questions about how willing the Government itself is to be bound by the Act, even though Section 4 of the Act makes it clear that the Act does apply to the Crown. They also, by the same token, allow the Government to base decisions on traditional client group pressure and political expedience - criteria which the Act is supposed to replace.

An example of the extent to which the Crown considers itself bound by the Act is the recent exemption of preparatory work in advance of constructing the Detour Lake Access Road. While the Government has claimed this exemption does not prejudice the final outcome of the assessment process, the Council does not accept this position. It views this segmentation as precluding the full consideration of alternatives to the undertaking. This certainly cannot be considered as allowing citizen involvement in a long range planning process.

Bound up with the Government's excessive reliance on Section 30 is the issue of the procedure by which individual exemption decisions are arrived at. Both the Act and the Ministry of Environment have been silent on this matter. Lacking any legislative requirements or administrative commitment to a consistent screening process, the public is severely hampered in its ability to monitor decisions while the Minister's discretion is correspondingly maximized.

In addition to giving intervenors little recourse other than to question decisions by way of political pressure, this situation usually sees government and intervenors alike in the unfortunate position of having to deal with any exemption controversy after the fact - when Orders-in-Council have already been approved. This is precisely the situation in which the Council currently finds itself regarding the recently approved exemption for forest management and which we are certain provides an effective deterrent to greater public attention to most exemption decisions. This situation must be improved.

Given the widespread public dissatisfaction with the Government's handling of exemptions, a strong case can be made for attempting to solve the problem by amending the legislation. It is the opinion of the Council, however, that the necessary changes to the screening process can be dealt with as an administrative issue and may well provide the Government with the most effective means for demonstrating a commitment to upholding the spirit of the legislation. Furthermore, the Council sees the use of Section 30 as basically an interim measure and does not propose to enshrine the exemption process to the point where sight is lost of the Act's main function.

Fundamentally what the Council seeks from an altered screening process is assurance that the intent of the Act to increase public participation in decision-making is reflected throughout the implementation of all its provisions, including those relating to exemption decisions. Broad exemptions which effectively take undertakings out of the purview of the Act create a situation less satisfac-

tory than if the Act did not exist. By resorting to these broad undertakings the Minister is legally sanctioning a decision-making process which specifically denies the right to public participation in long range Government planning.

The two basic components of an acceptable screening process have already been developed: the Environmental Assessment Steering Committee and a Ministry draft document setting out for project proponents the steps in pursuing an exemption order.

With the alterations recommended below, they can serve the Council's objectives.

2. The scope of class assessments should be restricted

In a number of cases, including forestry and parks programs, exemptions are interim measures tied to the anticipated preparation of "Class Environmental Assessments". Interim exemptions pose the greatest need for an effective screening process for a number of reasons. First, they are often renewed. Secondly, they can involve conditions for the proponent to comply with. Thirdly, their proponents have often succeeded in lumping an enormous range of projects under one exemption for which only one Class Assessment is to be prepared.

There are very real problems raised by the latter point which the Forest Management Exemption Order illustrates. First and foremost is the fact that Class Assessments as defined by the Ministry are to cover projects which are "relatively small in scale, are similar in nature, have predictable effects, and occur frequently". They are also expected to cause relatively minor effects in most cases. Without question the entire spectrum of forestry operations on crown land in Ontario far exceeds the scope of this definition and in fact contains many classes of undertakings related to the harvesting and regeneration of forest stands.

Even if many forest operations take the same form in all parts of the Province, it is the nature of the impact which is of ultimate importance. This will clearly vary from location to location and the significance of the variation may be impossible to predict until a full individual assessment has been conducted. Furthermore, to deal with erosion and sedimentation following cutting operations, for example, it is necessary to have specific information on soil types, rainfall, and other site characteristics, all of which will not be provided in a Class Assessment.

Procedural safeguards and participation built into the Act may be circumvented these global Class Assessments, in particular since there is to be no Environmental Assessment Board hearing or other form of public examination for the host of individual projects covered and since the guideline for implementing the individual projects will be extremely general, masking controversial issues.

Despite these criticisms, the Council is quite prepared to accept the responsible use of Class Assessments. What we want to see is provision in the exemption process for arranging individual assessment of activities which are commonly recognized as significant in terms of impact or public controversy for example. The activities permitted by the Forest Management Agreements (FMAs) currently being developed in camera by the Ministry of Natural Resources and forest products companies are a case-in-point. Subjecting FMAs to a Class Assessment on their own is

called for since they constitute the first stage in a planning process and represent a significant shift in forest management policy which will no doubt distinguish industry operations in Agreement areas as a "class" apart from others in the Province. More importantly, however, the Government has pinned its hopes for a secure wood supply (and hence the future of many northern communities and their environment) on the success of the FMAs. Yet the public is largely ignorant of the terms of these Agreements or the significance of the land allocation process which underlies them. The Council strongly supports the Government's commitment to address the regeneration problem but is convinced that the costs and benefits of the mechanism selected for this purpose, namely the FMAs, should be aired along with alternative approaches, if there are any, before more long-term commitments are made. Given the central importance to the issue of caring for a renewable resource base, we believe the appropriate framework for such a public accounting is that of an environmental assessment.

While FMAs clearly stand apart from routine forest management plans or activities it is not always possible to draw a distinction so easily. Even if a standard can be devised for limiting the scope of Class Assessments, its application will require some monitoring. This is a matter which should be addressed by the Environmental Assessment Steering Committee.

3. The future of the Environmental Assessment Steering Committee is unclear

When originally appointed, the Steering Committee was charged with supervising the regulations implementing the Act. The Council understands that, in response to public pressure for a watchdog body on screening decisions, the Committee was also directed on an interim basis to advise the Premier about the exemption or designation of undertakings on which the Government might later be required to make a decision. In such a capacity it was to receive and review citizen requests for the designation of exempted projects.

More recently, this advisory function was reassigned to the former Committee Chairman alone since there appeared to be a potential conflict of interest situation facing other Committee members due to their position on the Environmental Assessment Board. In the current absence of a Chairman, the Committee has presumably been unable to carry out this function at any rate, rendering, in the Council's opinion, the decision exempting forest management all the more disturbing.

The Council understands the limitations of the Steering Committee's authority and composition. It is also aware of the possibility for creating another Advisory Committee under Section 33(G) of the Act which could assume the necessary watchdog role. However, before further judgment is passed on the Steering Committee it should be given the opportunity to function effectively in this role with a new Chairman and at least two representatives from public interest groups and with a revised screening process.

RECOMMENDATIONS

1. The draft version of the Environment Ministry's project screening documents should be tabled for discussion by a Standing Committee of the Legislature. Opportunity for interested parties to submit briefs should be provided and a report issued summarizing the proceedings.

2. Guidelines for limiting the scope of Class Assessments should be developed within the Ministry of the Environment and incorporated within the screening process document.

3. Public notice should be provided by the Ministry of any application for an exemption from the Act within ten days of its submission to the Ministry of the Environment and copies of the application should be available for public viewing at Ministry offices.

4. At least 30 days should elapse between the date an application is publicized and the recommendation of the Minister of the Environment to Cabinet.

5. In making a recommendation the Minister should provide detailed reasons for the decision in terms of the Purpose of the Act and the screening criteria.

6. The Steering Committee should have the opportunity to review and make recommendations to the Premier on all submissions received regarding the exemption application prior to any decision by the Cabinet.

7. All exemption orders for Class Assessments should specify a process whereby particular projects will be bumped-up for individual assessment.

8. The proponent of an exempted project should be responsible for producing periodic status reports on the environment affected by the project during the exemption period. Notice of the availability of these reports should be made public through various means, including EA Update.

9. The Steering Committee should receive requests for review of an exemption application from interested parties directly and act on them if the Committee feels that they have merit. Receipt of such requests should be acknowledged.

10. The Committee should report in writing to the party making the request, advising him or her of the action taken by the Committee, the Committee's recommendations to the Government, and the reasons for any action taken or recommendations made.

11. The terms of reference and operating procedures for the Steering Committee should be clarified and published in various places including EA Update.

12. A new Chairman and at least two representatives from public interest groups should be appointed to the Committee as soon as possible and no further exemptions should be approved until a reasonable time after those appointments are made.

13. The reinstated and restructured Steering Committee should have the right to review and comment on any exemption decisions that have been taken in the present absence of a Chairman.

14. Future exemption orders should specify the relevant Government policies which will cover the planning and implementation of the undertaking throughout the exemption period and which are available for public examination.

15. If an undertaking is exempt on the basis of safeguards available in existing legislation, then those safeguards should be spelled out in the exemption order with reference to the corresponding legislative provisions.

May 27, 1981

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We hope you find this material of interest and would welcome the opportunity of meeting with you at your convenience to discuss our services in more detail.

Yours very truly,

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ONTARIO FORESTRY ASSOCIATION

150 CONSUMERS ROAD - WILLOWDALE M2J 1P9 - (416) 493-4565

November 22, 1982

Mr. E. Falgren, Chairman,
Royal Commission on the Northern
Environment
215 Red River Road
Thunder Bay, Ontario

Dear Mr. Falgren:

Public Participation

I regret that this association has been unable to respond to all the requests for public participation. A number of our members live in northern Ontario and we trust that they have been active in northern affairs through other bodies.

Alan Korkola, Principal, ,Geraldton Composite High School, sent me a copy of a submission made by him to you regarding the need for forestry education. This is a pet topic of mine, too. He suggested I send a copy of a recent address given by me at the Man-Enviornment Impact Conference in Hamilton. It is attached.

I have some reservations personally about woodsworker training - dropouts - intellectual levels. The drop-out problem in the north is reported to be great and no doubt it is. Forestry or other local work may hold a partial answer. But all fields seem to need people of higher educational and motivational calibre than we have required in the past. The problem of dropouts seems to be bigger than simply an alternative schooling. It seems to me we may be in need of additional schooling to compete in the world. While reductions in the numbers of years of school from 13-12 may be economically sound and equivalent to other provinces one has to wonder if programs should not be longer everywhere. There's a danger in the case of the drop-outs that forestry may be regarded as a place for the weak minds and strong backs. That would be a disaster for forestry in the long term, I feel, for improvements in forest management are going to have to take place on the skidder as well as in the boardroom.

2/....

MEMBER: CANADIAN FORESTRY ASSOCIATION

Ontario Foresty Association is a non-profit, non-political organization. Its primary purpose is to educate the people of the Province in the necessity of conserving Forests, Soils, Waters and Wildlife through wise use. Donations in excess of the membership fee are income tax deductible to the extent allowable by law for charitable donation purposes

I see great potential, with the exception of this reservation, in what Al Korkola is proposing. More education, and a change in attitudes, regarding our resources and resource workers is sorely needed.

Yours sincerely,

Jas. D. Coats, RPF
Executive Vice-President

/a

to encourage the recalcitrant.

Today we seem to concentrate heavily on single unrelated campaigns to Save the Wilderness, Damn the Dams, Stop Acid Rain or Ban the Bomb. There is a multitude of environmental proponents hustling a multitude of magic cures and fund raising schemes. Frequently the impact of the cause upon related resources is neglected or lost in the political swirl. The end is held out as justification for the means. Polarization takes place and instead of a united approach we end up with those for and against the particular cause with prospects for future cooperation lessened.

Good and Bad Guys

As a member of the forestry community I am much aware of this polarization. We see the white hats in most debates on forest land use as the parks or wilderness proponents. Usually those of us in forestry work of any kind are cast as the bad guys in the black hats for supporting the cause of better forest management,for building roads, conducting logging operations, producing forest products or explaining the importance of the forest resource in terms of jobs, taxes, products, international trade or other benefits. The good guys make money on wilderness outings, the bad guys make money on forest harvests. The good guys swoop about in helicopters and ships harassing the bad guys tending their nets or making their kills to earn a living. The bad guys build roads and airports and the good guys drive on and fly from them. But what's in a name? Sometimes the good are bad and vice versa. The point is that without fuller understanding of environmental issues it is relatively easy to get swept along with a wrong tide and that concerns me.

Teachers and Parents

As these topical environmental issues rage it is quite natural that school children and their teachers - of all ages - should get caught up in them. Having had several children in school for many years (because of the number of them not their abilities!) I am familiar with the human tendency of teachers to indicate a preference for one aspect of a cause. If it is the one I share I naturally assume the teacher is a genius and the teacher is quite right in holding a view. If the teacher's views are in opposition to mine it naturally follows that the teacher is wrong and has no business putting forth his warped opinions to my kids. Being human the teacher may well present not just an opposing view but a biased view and, if the emotion is strong enough, the teacher may well go overboard. What is the effect of this upon the child who discerns no opposite or balancing view? Whatever it is we must accept in our discussion of growing concerns that there is great questionning of parents about teachers and the opposite, too. This is not new, it has gone on for a long time, but conditions today have changed and expectations of home and school are changing, too.

OFA's Concerns

When OFA began in 1949 it was born with a recognition of the need for improved forest protection and forest practice and a recognition that the forest resource was intimately linked with soil, water, wildlife and people. Our early concerns centred on forest fire prevention and have broadened now to include four other principal areas of interest. Public forestry education is one of these. Others are tree farming, land use/forest management advocacy and the "trees" programs. These five project areas have us

Forests & Children - Growing Concerns

James D. Coats
Executive Vice-President
Ontario Forestry Association
Man-Environment Impact Conference
Hamilton, Ontario. October 22, 1982

(This session of the Man-Environment Impact Conference is divided into two parts. In the first Jim Coats will consider growing concerns about the importance of forests, forestry and forestry education at many levels. Suggestions will be made on what people should know about forests and some ways in which they can learn more. In the second, David J. Stewart, Head, Public Awareness, National Forestry Institute, Canadian Forestry Service, Petawawa, will discuss his program for and with schools in Renfrew County, Ontario.)

1. GROWING CONCERNS

The explosion of interest in the environment during the 1960's has been a mixed blessing. It came on the heels of eight to ten decades of steadily growing interest in what was popularly known as conservation - regarded as the wise use of renewable natural uses. The environmental movement brought forth vast quantities of resources knowledge and sincere supporters and some cranks and opportunists. In spite of many projections to the contrary, the movement has sustained much of its early excitement and sense of social justice. Through it the environment has moved into the boardrooms and legislatures of the land. As far as many are concerned the movement has become more than simply "a good thing" - it has become a political force, a weapon to be used for good - and potential evil.

This year of 1982 is a milestone in forestry education and in environmental education for it marks the 100th anniversary of the American Forest Congress held in Cincinatti and the 10th anniversary of the United Nations Conference on the Human Environment in Stockholm. From the former sprang numerous North American Forestry organizations, faculties of forestry at universities, and forestry regulations and practices. From the latter has sprung the United Nations Environment Program, the International Programme for Environmental Education and a host of local organizations and activities throughout the world which have had and continue to have a major impact upon resource use and development.

Why say, then, a mixed blessing? Have these developments not all been good?

In a great many ways, yes. In others, no. From a purely personal viewpoint there seems to have been overwhelming interest in many areas of relatively small significance and a tendency to try and resolve complex resources management issues with three word phrases and disruptive demonstrations.

Looking back on the conservation movement of earlier times - the latter 19th century and first half of the 20th - there was a broader concern evident in narrower circles for the care and wise use of basic resources in total. The objective seemed to be to husband soils, waters, forests and wildlife in such a way that they could yield their maximum potential in perpetuity. Their interrelationships were stressed and we were all admonished to do better. Some significant legislation was passed through those years

These comments seem to be at odds but are all explainable in the context in which they were intended. They are examples, however, of informational which we have in forestry.

The Forest Resource Concern

In addition to these concerns in forestry education are those relating directly to the forest resource and to economics, markets, political strategies and changing needs and values.

There are real concerns for funding forest management, growing seedlings, collecting seeds, protecting tree crops, harvesting with minimal damage to the site, of securing natural regeneration of the desired species. There are concerns about how much forest land will be available for timber production in the years ahead and how much will be withdrawn for roads, hydro and gas lines, parks, towns, dumps and farms. At the moment there are great concerns about existing wood supplies, their age classes, transportation to mill costs and the depressed state of the wood products market. Can forestry education programsdel adequately with all of these?

Amidst the current gloom are several projections which forecast a doubling of total world wood demands by the year 2000. Just as the diminished markets have hit our jobs, tax revenues and trade balances a booming market could place a tremendous strain upon our forest resources. We need to know more about these swings and our capability of withstanding them. What are the implications for teachers, forestry teaching in the schools, for students?

As the demands increase and world population grows, and as the forest land base diminishes and we increase our capability of growing greater volumes of wood per hectare, we are likely to see some dramatic shifts in our perceptions of forest land use. Algonquin Park was initially conceived as a timber and headwater reserve to protect it from agricultural interests. Some recreationists would like to see it now as a wilderness playground. What will it be in the year 3000? Will the communities around it be more dependent than ever upon its wood production capability? Will the recreationists from Toronto have trampled it to death? Forest land use concerns are real to be sure but how can they be dealt with in the school program?

2. FORESTS AND CHILDREN

It is against this background of concerns, then, that I approach the possibilities of encouraging children's knowledge of forests and their appreciation of them.

Whose Responsibilities?

Canada is a forest nation and can continue to be a great one if her people espouse the forest, nurture it, protect it, make it yield its greatest potential in terms of wood,water, wildlife, energy, recreation and genetic variation, and take forests to their hearts.

How can Canadians espouse the forest? Where can they learn about it? It would be nice to say "at home" but the urban adult has little knowledge of the forest to teach its young.

ing everything from slogan contests to university lectures, olding meetings to writing briefs. We have enjoyed a 25 year ssociation with the Dryden High School Conservation Course and other outdoor education progrms.

In spite of our efforts OFA continues to be concerned with the apparent lack of emphasis on forestry topics in school programs and on the low level of public understanding of elementary forestry principles. I have agonized over the numbers of grade ten pupils who tell me that this tree branch will be "away up there" in five years. We are surprised at the pupil acceptance of massive man-caused fires in preference to even small clearcuts. The ignorance of tree site requirements, stages of forest succession, frequency of seed years and many of the simpler biological facts of tree life is disappointing to us. Of particular concern is the oft expressed opinion that you do not have to know anything about these things to debate the pros and cons of forest management but you are entitled to vote on them.

Of concern to us, too, has been the broadly-voiced implication that foresters and their colleagues are purely wood oriented or, worse, that they are not to be trusted when it comes to handling the forest resource. This was driven home to me recently when a teacher at a forestry education conference answered my offers of forestry help with: "We don't believe what you foresters tell us. We don't believe the government and we don't believe the forest industry." This problem is not peculiar to the forestry community, I know, for it is not unusual to see or hear someone slamming the professions - including the teachers. But it did bother me greatly that a high school teacher would be so quick to discount those of us in forestry work without giving us an opportunity to act.

Now it would be wonderful if I could boldly say this man was only one out of a million who loved us or that he lived in an area where truth is not highly regarded. It would also be great if I could say the forestry constituency is without sin. But I will not. All too frequently we see or hear forestry stories that are wrong or which conveniently neglect to include pertinent information. Sometimes this is the fault of a reporter but often the misconception stems from the mouth of the originating forestry spokesperson.

There are many examples of this kind of confusing statement. For example:

"Removal of trees does not seriously deplete nutrients" as opposed to "Leaving the slash on the forest floor adds to the nutrient level."

"Prevent forest fires" as opposed to "Not all fires are bad."

"Laid waste for a hundred years" as opposed to "Prescribed burns encourage regeneration."

"Forest industry manages the forest" as opposed to "Let the government, as the landowners, renew the forests."

"We can't afford single use areas in the forest" as opposed to "We can't afford to log that stuff."

or, finally,

"Multiple use is the answer if it includes logging" as opposed to "Single use areas that only allow camping, hiking, canoeing, skiing, snowshoeing, snowmobiling, sailing, fishing and hunting must make way for multiple use."

Forestry organizations and youth groups can play a part as they have in the past. 4H, Junior Forest Wardens, Resource Rangers, Junior Rangers, Scouts Canada, youth camps and other out-of-school organizations have certainly made their mark but on relatively small proportions of the population.

The outdoor education movement leaped forward in the 1960's and had a very positive impact upon forestry education for school children. In many areas the outdoor education experience appears to be the most memorable, if not the only, exposure to forestry for many youngsters. Great as the outdoor education movement has been in bringing forestry and children together it has limitations due to contact hours, competing topic areas and exposure frequency.

I have a feeling, possibly unjustified, that the outdoor education movement has become increasingly oriented to physical education and less to natural resources. Some of the blame for such a situation would have to rest squarely on the shoulders of us in the forestry community for failing to provide meaningful forestry oriented activities and ideas for outdoor educators.

But no matter how much is done by clubs, the news media, outdoor educators or others outside the school I am convinced that the formal school system must adopt the lands and forests of the nation as an area deserving special and universal attention.

School systems

If we accept the principle that the forest resource is important to Canadians and that the schools have a major function to perform in making our citzenry knowledgeable and skilful in dealing with it where might forestry teaching best be incorporated? Some would say in existing courses at all levels, others would say in a compulsory course at a particular level. Still others would propose an optional course at various levels. Some would say in science; others in geography or environmental science and so on.

If forestry is to be incorporated into mamy courses at many levels how can adequate treatment be assured? How can duplication and potential boredom be overcome? Those who favour a forestry course as an option at the high school level must be aware of the relatively small numbers likely to receive instruction in forestry.

At a meeting last June it was suggested that I was promoting forestry as a cause beyond its importance to the educational well-being of our children. It was pointed out to me by some of the community college staff members that students with some knowledge of forestry present problems for them. Naturally I reject these two arguments against further forestry education. I think that the school system is capable of adapting to much more forestry than it currently handles and that it is desirable for the country as a whole that it do so. There has already been a remarkable increase in the total of forestry teaching in the past 30 years. There are many texts, films, curriculum guidelines, lesson plans, etc. available today which emphasize forestry more than in times past. There still appears to be a lack of commitment to forestry education, however, at all education levels across Canada.

An Outsider's View

Forestry education in Canada and the United States was recently viewed by a forester educator from Australia who, having toured Canada and the USA looking at forestry education activities for six weeks wrote in his report:

"The impression I have gained is that there is very little forestry or forest industry information taught in the classroom at most schools in Canada and U.S.A." (Richard Grimes, "Forestry Education Programs in Canada and U.S.A., 1982")

He went on:

"The instance where forestry is included is usually as a result of a particular teacher being exposed to a forestry workshop or field tour. If this teacher remains motivated and continues to teach a suitable subject at an appropriate grade, significant forestry content could result."

Further:

"I found a general feeling amongst Education Department curriculum advisors that more forestry oriented teaching would be appropriate, because of its importance and impact in many States and Provinces. However the Education Departments and School Boards are bombarded with a wide variety of materials for inclusion in school curricula from supermarket shopping techniques to space age technology."

"The consensus seemed to be that well prepared resource material without bias produced under the guidance of Education Departments with teacher input would generally be accepted. Unfortunately most teachers require instruction in the use of environmental resource materials as they are not well equipped by background or training to present the subject. The more specific the topic eg. forestry in the environment, the less able the teacher will be with the materials. The comment was made by several people that many teachers have an urban background and are not familiar or comfortable in the forest or teaching about it. A common feeling expressed by teachers was the need to have forest resource material very general for the most part."

The findings of Richard Grimes are not unexpected. A recent OFA survey (October 1981) of Ontario school boards revealed very little formal forestry instruction taking place in this Province. One board in southwestern Ontario responded that it was only appropriate in forest industry towns up north. Some boards were apparently unaware of the good work being done by their teachers. Many had too narrow a view of "forestry education" and saw it as "forest industry" study. From what I have seen in the newsletters and magazines of the four organizations sponsoring this conference (COEO, STAO, OAGEE, ESTAO) I know that much more is going on than meets the eye. But I have to think that there is still far too little attention paid to the forest resource and great scope for dramatic improvements.

3. SOME PROGRAM EXAMPLES

Throughout this commentary on forestry education I am mindful of the good work being undertaken by many educators. People such as Bill Andrews, Bessel VandenHazel, Chuck Hopkins, Terry Carr,

Ralph Ingleton, Lloyd Fraser, Bob Mitchell, George Morrison and many other professional educators have made great contributions to the forestry education cause. Many of the forestry associations, the conservation authorities and other groups have also played a valuable part. We could spend days reviewing the forestry education activities initiated by these people and organizations. That is impossible, of course, and I propose to concentrate on a few specific examples which I hope will be of interest. These are:

a) High school forestry courses
b) The Tree Bee
c) Project Learning Tree
d) People of the Forest
e) FOREM
f) FORED
g) Investigating Your Environment
h) Land and Life
i) Miscellaneous

a) High School Forestry Courses

The OFA survey of Ontario boards of education conducted in the summer of 1981 revealed the existence of a number of bona fide high school forestry courses. These were reported to be operating at high schools in Dryden, Thunder Bay, Geraldton, Sault Ste. Marie, Espanola, Arnprior, Belleville and Madoc. Details of the Thunder Bay, Geraldton and Belleville courses were not received.

1. Dryden High School

Forestry 340 Grade XI - 1 credit - an introduction to forest resources. Tree identification, forest regions, growth, silvicultural characteristics and treatments, succession, development and classification of soils, height and diameter and volume measurements, aerial photograph theory and use, logging systems, protection from fire, insects and disease. Field trips.

Forestry 440 Grade XII - 1 credit - Follows course 340 and deals with forestry concepts, wood technology, utilization of forest products, logging, silviculture, forest management, policy and administration.

It is my understanding that these courses are available as options to students in general and advanced levels.

2. Bawating Collegiate and Vocational School (Sault)

Forestry (3rd & 4th years) - 1 credit - It is anticipated that some students will elect this course in addition to or instead of another science course at the 3rd and 4th year level. It is open to general and advanced levels. (Prerequisite: grade 10 Science) Topics include biological and descriptive dendrology, introduction to forestry, forestry measurements, mapping, wildlife management, wood technology, logging and forest utilization, and silviculture.

Declining school enrolments have made the viability of this course questionnable. It is offered in one semester for 75 minutes/day. Enabling guideline for the course is Environmental Science-Intermediate and Senior Div.1973 (#552-030)

3. Espanola High School

Forestry (Grade XI) - 1 Credit - Under Environmental Studies Guideline. 111 hours/year. Available for general and advanced levels (55 participants in 1982-82) Study units include Introduction (3 classes), dendrology (15), measurements (23), mapping and aerial photography (15), forest geography (7), logging and utilization (19), forest management and silviculture (15), forest protection (14) and wildlife management (6 classes.) A 30 page handout is made available to students.

George Morrison, teacher/forester, has been actively promoting the extension of forestry courses at the high school level and is currently preparing a draft "manual" which the Ontario Forestry Association expects to publish this winter.

4. Arnprior High School

Forestry 300 - 1 credit (43 periods of 75 mins. each day) - Under the Geography Department. The course topics include the following: A. Forests as a renewable resource - forest provision of basic needs; influence our environment; have recreational, aesthetic and cultural values, have economic importance. B. Tree studies - tree identification, wood characteristics, ecology. C. Forest management - functions of forest management, utilization of forest products, role of various agencies. D. Post secondary opportunities in forestry.

5. Centre Hastings High School (Madoc)

Applied Forestry Year 2 and 3 - SFB 301 - Topics include introduction, history of management (Indian, pioneer, today), tree identification, forest regions, wood characteristics, management, wood manufacture, harvesting, silvics and water resources.

In addition to the relatively few Ontario high school forestry courses there are a number of schools studying some forestry under environmental science and geography headings. As our survey request was aimed at uncovering forestry coures we failed to uncover the many forestry units which we believe are being taught. We would certainly welcome receipt of these from any who care to send them on to us. (OFA, Ste. 209, 150 Consumers Rd., Willowdale, Ont. M2J 1P9)

It should be noted here that forestry courses are reported to be numerous in British Columbia high schools. Some details have been received on these but insufficient to make any serious comment upon them. They appear to be of a vocational nature in many cases providing practical experience in logging while studying at school.

Much could be written on this subject of woodworker training with numerous excellent Scandinavian examples of high schools training forest workers as totally respectable individuals following respectable career callings within the school milieu.

b) The Tree Bee

This is an old program in a sense having run for over 25 years in schools of Metropolitan Toronto. While not a forestry course in the formal sense it has provided a vehicle for many teachers and students to learn more about trees and forests. Operated now by the Metropolitan Toronto Tree Bee Association the project consists of teaher workshops and student training in tree identification and general conservation. It culminates in a November Friday evening session with teams of three pupils each entered from each school. A tree identification slide quiz is followed by a multiple choice test on conservation. A film is shown and prizes are awarded. It is offered to grade 6 classes. From a forestry education point of view it offers an opportunity to consider forests with an aura of excitement not often possible otherwise. Participation by the Separate Schools is outstanding. For details contact Mrs. Dorothy Belfry at (416) 225-1709.

This program ties in well with the grade 6 unit on trees - part of a living environment.

(Several respondents to the forestry questionnaire sent to the school boards reminded us of the grade 3 unit on a lumbering community, the grade 7 & 8 geography units on forest management and the science unit on forest succession. A grade 9 geography unit on forest industries in Canada and a grade 10 ecology study on forest ecosystems were also mentioned.)

c) Project Learning Tree

Gail Wallin, facilitator of the PLT program of the Canadian Forestry Association of B.C. reported upon this program in detail yesterday. For those of you, who missed that a brief summary follows. PLT consists of two manuals of forestry implementation ideas to add forestry content to existing ourses. One manual applies to each of the elementary and secondary levels. Developed for the American Forest Institute by a team of educators the program is now in use in 33 States, B.C., N. B. and, in a French version created by, Quebec. The manuals are only available through participation in a workshop in which the best utilization of the manual content is explained. There were 51 workshops held in B.C. during the past year with a maximum of 30 teachers at each. There were 7 or 8 workshops held in New Brunswick. No figures have been received from Quebec to date but it is bound to be aggressive in its purusit of the program which is sponsored by the Quebec government. It is understood that the French versions of the manual (only the elementary manual has been translated) are very good and totally "Canadianized". A two year moratorium was placed on development of the program in new provinces but Saskatchewan is looking at it and Ontario, through the Ontario Forestry Associaiton, has shown an interest in it. One of the matters needing attention, reportedly, is that of follow-up after the workshops to encourage continued use of the ideas in the manuals by teachers. Greatest success with the program has been at the elementary level. The Canadian Forestry Association of B.C. first brought PLT to Canada.

d) People of the Forest

This is a program in development in Canada by the Canadian Pulp and Paper Association with teams of educators in forest industry communities across the country. Designed to arouse interest intitially in the people of these towns it presents an outward reach potential to consider the resources upon which the community is dependent, how those resources can be managed, etc. The program is planned for the elementary social studies program. If the program is successful in the forestry communities it is expected to be tried in other centres. It is my understanding that the program has been under development for some time and should be ready for initial operation very soon. The Faculty of Education, University of Toronto, has also had input in this program development.

e) FOREM

News of this project has really come to me via Australia in the past couple of days so I can only report that it is to be a Forestry Education Model series being developed by the Council of Forest Industries of B.C.. Lesson plans on various forestry topics related to the curriculum are to be developed with input from educators.

f) FORED

This is not only Australian by report - it is Australian and is a Forestry Education Project being sponsored by the Queensland Dept. of Forestry, the Dept. of Education and the Timber Research and Development Council. Like FOREM, the goal is to produce resources which will be of use at both the primary and secondary schools to support current school curricula in Queensland. At present a rationale has been distributed to see if all the sponsors are in agreement with it. I found the following organizational framework interesting:

Organizing Principles	Key questions
Forests are a natural and renewable phenomena on the world's surface,	1. What is a forest and how does it function?
which is a resource to us because it provides many things we need.	2. How do forests provide for us?
This has led to conflict over uses which requires resource management on a sustained basis.	3. Can we manage our forests for all our needs?

g) Investigating Your Environment

Produced by the U.S. Forest Service this program involves a data collection and group solving process towards understanding the environment. Details are being sought on the grade levels at which the program is aimed and on the materials used. It reportedly utilizes some of the PLT approach and adds to it.

h) Land and Life

In 1975 the Secondary Curriculum Board of Alberta approved the development of a new secondary program called Land and Life. The proposed program would replace the Agriculture option at the junior high school level and the Forestry, Agriculture and horticulture courses at the senior high school level. The program was envisioned as having a strong environmental focus with particular emphasis on resource management. The content of the program would deal primarily with Alberta. While satisfying the science credit requirements for the high school diploma Land and Life would cut across the traditional discipline boundaries in its coverage of topics pertaining to the Alberta resource base. The program would posses a vocational emphasis to encourage students to consider careers related to ariculture, forestry, horticulture, energy and the environment.

The program is developing with target dates for completion of component parts, budgets, etc. Several departments of government are involved.

When the program was first described to me I was very much of the impression that the Land and Life program was going to be a new core subject - possibly replacing social studies or other courses at certain grade levels. It was my understanding that it would be provided universally to all Alberta students. Though forestry would only be a component of the program the idea of all the student population being exposed to it had great appeal to me. This universality of application appears only in my notes unfortunately and not in the description of the program.

i) Miscellaneous

There are many individual forestry education courses, projects and special items produced by many agencies. Single posters are found here, tree identification aids there. Conservation schools dealing with forestry, field centres and museums all play a part. The forstry associations across Canada have tended to be good sources of materials and suggestions. They are all hard pressed financially but do represent a good forestry education contact. Apart from the items they sell they are generally in touch with any freebees available. Some of them have films, slides, pamphlets, posters, magazines, newsletters, etc. to serve a single lesson or to maintain an ongoing dialogue with what is happening in the forestry world.

4. CONCLUSION

In this long review I have attempted to provide some information and ideas and to generate discussion of this whole field of forestry education. As I have stated, I believe that a democratic society which owns 90% of the forests of its country and which votes on their care and disposition, should have some knowledge of basic principles and processes related to them. I have stated emphatically that I believe the formal education system, and those of us in the forest community, have a responsibility to enhance public knowledge of our forest resources in a manner which may be varied but which conveys the same basic understanding of forest resources and their needs from us. I have given some examples of how this is done by some people but I believe there can be vast improvements upon all of these. Your suggestions and your methods of imparting forestry knowledge are wanted and I ask you to please forward them to me whenever you can.

It has been suggested that we in Ontario follow a step taken by the Canadian Forestry Association of B.C. In that step the CFA of B.C. offered assistance in the development of an Association of Forestry Teachers of B.C.. I am sure the OFA would be pleased to help in a similar activity here and we will be pursuing that possibility. We want to be sure, of course, that we do not conflict with existing teacher organizations but we do want to see forestry teaching go ahead in this province and in this country.

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SUBMISSION

to the

ROYAL COMMISSION on the
NORTHERN ENVIRONMENT

presented by

THE CORPORATION OF THE TOWN OF SIOUX LOOKOUT

at

SIOUX LOOKOUT, ONTARIO

NOVEMBER 22, 1982

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INTRODUCTION

When the Town of Sioux Lookout, in July 1979, responding to the then current Funding Program (September 1979 to February 1980) wrote Commissioner Fahlgren that there appeared to be "some disenchantment (with the Commission) from the earlier hopes of action...", it seemed the whole inquiry had metamorphized into some kind of unknown but kindly creature which had emerged in a stampede, and then sank into hibernation to show no more life than to stir and rumble from time to time in its slumber to indicate that it in fact had not yet passed on.

Mr. Fahlgren explained that, while the problems of the north had been voiced, and tabulated in the upcoming Issues report, the 'real' ones had to be defined, and the answers would "require research and study to make sense."

Research and study indeed! The Commission has done admirably in boosting the paper industry as we see library shelves filled with reports and submissions prepared for it, on its behalf, and by its staff. It will be a monumental task to sort out the

thousands of pages, the myriad ideas, and the many-sided contentions to formulate a logical and legitimate path for the north's future. One library (not Sioux Lookout) had relegated the Commission file to a box in the basement - we trust that is not the ultimate fate of the inquiry at Queen's Park.

The challenge now before the Commission is one calling for determination and fortitude, not unlike that facing a runner in an economic marathon - leaving the stadium to the fanfare and ovation of the well-wishers caught up in the glamour and excitement of sending their hero off into the race; then out onto the backroads, lost and unseen, but valiantly plodding and straining, and then finally back into view, approaching the finish line to the somewhat subdued cheers of the resigned and disillusioned, but still loyal and hopeful supporters.

You glance back over your shoulder to the threat of development and exploitation arriving ahead of you. But they have left the race, swept aside by a wily and undaunting villain who, gaining power and momentum as all the other actors fatigue, and with

only hope and confidence to beat, presses hard to claim the trophy for the team called Recession.

In his Interim Report, Justice Hartt attributed the slowing of development in the mining industry to the "combination of an economic recession and competition from foreign producers." We have since seen the growing dominance of these forces on the whole economy to where every sector is now feeling a substantial, to drastic, to critical effect.

This submission takes on that perspective in considering any form or design for development of the north. Justice Hartt acknowledged that the north, "thought of as a storehouse of wealth supporting the economy of the Province," does provide a "major component of the Provincial economy." In considering that acknowledgement along with the current economic situation mentioned in the preceding paragraph, such claims as might be made to justify withholding any resource for the gratification of ideals now becomes very questionable, if not invalid. Where such attitudes may have been tolerable in the

age of discovery, they are redundant in the present circumstances which plead instead that no viable development potential be held to ransom for any cause, except and only to give heed to the realization, as stated by Justice Hartt, that "the myth of limitless resources must be set to rest."

We hope that our neighbours to the North will not interpret our statement as being contrary to their interests. Without the generation of new wealth, providing more jobs and greater taxes, there is a very real possibility of government spending being cut back by 10 or 15 per cent, which would have serious consequences for all our communities. Similarly, the Town in its briefs has consistently opposed "development at any cost" i.e. without consideration of environment, culture, traditional economic activities and a fair sharing of benefits between affected communities.

THE FRONTIER

In his description of the region, Justice Hartt noted, "from the south, the north is seen as a frontier, awaiting development, and area of timber and minerals the size of Manitoba." For every person in the region north of 50°, there are 200 south of 50°. Ontario North Now tells its visitors that ten percent of Ontario's area holds ninety percent of its population. Thus, for every space occupied by one person in the north, 1,800 stand in the populous south.

The Commission's Work Program, July 1979, gives the north the characteristic of a fragile ecosystem, easily damaged and slow to recover, but at the same time reassures that it is for the most part not yet seriously harmed.

The Interim Report acknowledges that many of the issues raised at the preliminary hearings were a "consequence of the difficulties imposed by great distances, sparse population and the natural elements characteristic of the north." It identified

as well the problem of inadequate services and facilities of various kinds.

The Issues report quoted its list of 'Northern Shortcomings' from education and health to housing and recreation.

The Commission found "little doubt that northerners consider themselves different from those who live in other parts of Ontario" as the Issues report quoted from Mr. Fahlgren's own presentation to the Red Lake hearing, "remarkable and inspiring are the fortitude, tenacity, patience, and plain courage of the northern people and the way they had to cope.

"These people realize that choice and convenience are not at their fingertips as they are for the shopper at Eaton Centre, or even in Thunder Bay. They realize that fashion and fad arrive in the north only before they disappear altogether, that television reception is a battle between Francis and the Pirates, and that cultural pursuits are directly at the whim of the Canada Council.

But neither is the north blessed with the congestion, rush, and regimentation of the highly organized south. Northerners cherish this freedom, evidenced by those pleas against domination, and despite those of deprivation heard during the preliminary meetings. If Canadians are left with no other true freedom, they still have that of complete mobility - that is, to choose wherever they want to live, from east to west coast, or from Point Pelee (approximately 500 km. south of Sault Ste. Marie, U.S.) to an ice floe anywhere in that two-thirds of Canada the geography books describe as a frozen wasteland.

The people in northern Ontario are there because they choose to be there - whether borne or brought by their parents, or relocated for jobs or refuge.

But at the same time, frontiers are never stationary. The 50th is no more secure than was the threshold to Upper Canada. Frontiers gradually and relentlessly recede, and the north must realize and accept that its hardships and frustrations are luxuries it will not always enjoy.

THE ECONOMY

In October eighty economists from universities across Canada warned that the country is headed for a major depression unless the Bank of Canada takes appropriate steps. On national television the Prime Minister challenged bankers, businessmen, and labour leaders to do more to ease the pain caused by a sick economy that won't get better until the world economy recovers. At the start of the third quarter of the year Statistics Canada reported that major industries are slashing investment plans and economic activity appears to have plunged again.

In the face of these testimonials, politicians and presidents utter the word 'turnaround' to the growing lines of the unemployed. We might ask what substantiation leads to such confidence. There are brief encouragements such as the recent announcement that new orders make it possible for Great Lakes Forest Products mills to reopen, one earlier than scheduled. Another is the agreement which will provide a custom gold mill at Goldlund Mine and 40 new jobs. Yet the Financial Times headlines "U.S. Trade Threat

Deepens" and notes concern over measures aimed at Canadian lumber firms, broadcasters, automakers, mining companies, and communications firms.

The many and expert commentaries on the economy will be found as diverse as the views heard by the Commission on northern matters. What is certain is that the economic scene has changed radically from that which prevailed five years earlier at the outset of the Commission's inquiry. The Commission must be deliberate in acquiring this perspective so that any determination of northern directions will be in the light (or gloom) of today's conditions.

The destiny of the industrial nations hinges on some form of readjustment of needs and allocation of human and material resources. Consumerism, which thrived on waste and legitimated high prices, is waning as the affluent reach the point of saturation - it is doubtful the four-car family will become the universal aspiration. At the same time, the new cult, conservationism, is reaping its economic backlash.

The Issues reports, in part, urged a moratorium on northern development so that the Commission would be able to complete its mandate undisturbed, and to make its recommendations before development proceeds. Interestingly, it was not the Commission who implemented that moratorium.

In any case, where in the initial instance the Commission might have wrestled with the question as to what wealth to relinquish, it must now address the dilemma of what wealth might be negotiable.

THE NORTHERN ECONOMY

Much has been stated, speculated, and claimed about the northern economy. Paul Driben (The Northern Economy: Benefits, Problems and Prospects) has tabulated the value of living off the land, of jobs, and of income to the residents of the north. However, aside from the amounts attached to the analysis, the report is not a particularly exciting revelation - it is well appreciated that forestry, mining, tourism, recreation, transportation, and government all combine to for the northern economic picture. But the eternal question remains - is the north more blessed in giving, or blessed in receiving. The Town's brief to the preliminary hearings expressed this same quandry as the "general feeling - perhaps justified, perhaps not - that the residents of the area have little to gain from large-scale development, and that these have, historically served only the interests of the corporate investors and a few local entrepreneurs."

What the north asks, and what has been speculated but never documented, if indeed it is even possible to calculate, is how does the value-extracted/value-returned equation balance. Driben

has only partially addressed the question of returns in his benefits analysis. A full assessment of the flow of benefits would require the following determination:

Value Extracted (related to processing of materials taken from the region to locations outside the region)

- income from processing
- income from marketing
- income from distribution
- taxes realized from processing (property, income, and sales taxes)

Value Returned (related to extraction in the region, and transporting for processing outside the region)

- income from extracting
- income from transporting
- business generated for direct services
- taxes returned (government services directly related to the extracting, and other special or extraordinary grants and projects)

More than a simple pacification of the argument, the information, if attainable, would indicate whether greater, or less government spending is due the region by reason of the outflow of natural resources.

The West Patricia Land Use Plan suggests there is adequate potential in the region to give flexibility in meeting the targets related to enterprises in hunting, trapping, fishing, and recreation. It

suggests a disproportionate (provincial target) potential for parkland and wilderness reserves. The Plan confirms the unhappy suspicion that the available wood supply meets no more than committed requirements for existing lumber and paper mills. Sioux Lookout registered its support for allocation of limits to McKenzie Forest Products for a proposed new sawmill on the firm's newly-acquired site near the Town.

Aside from the Polar Gas Pipeline, unrelated to the West Patricia Plan, and the economic necessities of discovering mines and harvesting the former Reed tract, the Plan suggests that Prof. Driben has little basis for concern over the establishment of large-scale industry in the Patricia region.

Furthermore, we cannot see the Pickle Lake experience with the UMEX Mine as a 'disaster' in the same terms described in the Driben paper. Certainly we sympathize with the community in its dashed expectations and possible hasty commitments attendant thereto, but the region is not without prior knowledge of mines, and we should be well aware that the only uncertainty in the

life-span of a mine is how soon either depletion or the markets will close it, and enthusiasm in the development stages should be tempered with caution for the eventual outcome.

TOWN OF SIOUX LOOKOUT

In its preliminary brief to the Commission, the Town allocated a number of its 'hopes' to its own initiative, and a number of 'needs' to dependence on the actions of the provincial and federal governments.

In the five years since presentation of the brief, the Town has worked diligently and energetically towards realization of its own commitments to community improvement. The projections, in order of priority, were set out in a Town Five-Year Development Plan in 1979, and updated from year to year to look at new requirements, and to confirm or reorder priorities to reflect changing circumstances. A copy of the current plan is attached to this submission as Appendix "A".

A review of the past five years' experience discloses a fair list of accomplishments. Satisfaction of the 'needs' list from the outside initiatives is considerably less dramatic, although persistence will hopefully prevail over disappointment.

The Town formulated a Redevelopment Plan under the provisions of the Neighbourhood Improvement component of the Federal-Provincial Community Services Contribution Program. This provided an unprecedented 19-block paving program in 1981, and construction of an outdoor recreation complex just completed. Major 'soft services' projects are in the making with impending start on construction of a day care centre, and refurbishing and expansion of indoor recreation facilities now under study. The Town did implement its Maintenance and Occupancy standards as anticipated, and in 1981 opened its new Museum.

Major airport runway improvements, and water system upgrading were made possible through participation with the Town by the Ministries of Northern Affairs, Transportation and Communications, and Environment. The Town formed a non-profit housing Corporation and looks to construction early in 1983 of a new 26-unit municipal non-profit housing project.

But housing continues to be a prime, if not critical concern for the Town. In 1980 the Town developed and serviced 50 lots in two new subdivisions. However, the building slowdown caused by migration to the rural area,

interest rates and the recession did strike Sioux Lookout, and building starts were reduced to two this year. Thirty-nine lots remain available for sale.

Medical services were upgraded tremendously through the Town's active participation in physician recruitment, inclusion in Ontario's underserviced area program, and Ministry of Northern Affairs contribution in acquisition of a medical clinic, and finally the impetus from the private initiative of the medical staff who were eventually attracted here. The local fund-raising campaign is under way to raise the required community contribution toward an extended care facility.

All of those results represent a very substantial investment in the Town, and a marked gain in stature therefrom. The progressive development of the Town is indicative of the moving frontier mentioned earlier in this submission.

The following are the less encouraging results over the period:

- McKenzie Forest Products new sawmill - deferred pending the Commission recommendation and implementation of the West Patricia Land Use Plan
- Via Rail passenger service - cut back in the face of urgent protest against the Final Plan

- NorOntair - continued exclusion of Sioux Lookout from subsidized service, resulting inequitable air travel costs
- Highway by-pass (Marchington Lake Road to Highway 72, deferred indefinitely
- New Provincial Building, offices and courthouse, tentative schedule 1984
- Airport navigational aids, abandonment of Sioux Lookout airport by federal government towards any assistance in upgrading program

Sioux Lookout has up to this point remained remarkably immune to the economic ills which have caused such upheaval elsewhere, although the community notes with nervous apprehension the steadily decreasing security in employment with the area's largest single employer, the Canadian National Railway, as employees with ever-increasing seniority are being laid off (the Driben report includes railway employment and income as government activity, and therein obscures the actual impact of the transportation industry).

Prof. Driben classifies Sioux Lookout a 'single industry town' due to the concentration of government operations located in the Town, and accordingly the threat of restraint holds a cloud of uncertainty through the overall economic readjustment period. On the other hand, some combination of good management,

planning, coincidence, or chance has kept the McKenzie Forest Products mill at Hudson operating continuously, and the Sioux Lookout Airport establishes new aircraft movement records as area service requirements hold steady, if not escalate.

Thus Sioux Lookout invites the moving frontier as it posts its welcome signs, "Gateway to the South" in Cree and English on the Highway 642 approach to Town, and "Bienvenue au Nord" in French, Cree, and English on Highway 72.

DISCUSSION

The Issue report comprises what is essentially a catalogue of self-interest. This is neither an unnatural nor unexpected outcome of any public participation process. Nor is it useless or unnecessary for it serves to set reality against the theorist. We are pleased at the Commission's recognition of the comments and concerns expressed to it - indeed northerners have been heard!

It is unfortunate, however, that Justice Hartt was able to cite in his Interim Report "complaints, hopes, and fears", and more so "a growing stress and bitterness" in the presentations to the preliminary hearings. Northerners ought better to call upon the tenacity, patience, and courage attributed to them by Mr. Fahlgren, to take in stride the impending and inevitable encroachment and intrusion into their domain. Northerners ought not fall into the fashion of bewailing their plight any more than into that of having the latest cut of blue jeans. The present economic climate will demand that no opportunity for resource development be lost in a hoarder's cellar. Hon. Leo Bernier remarked only a few days ago that where wild rice was not being harvested to its potential, even

our neighbour Saskatchewan was moving into traditional Ontario markets. Those who are uncomfortable with the prospect of disruption should be encouraged that people are adaptable, and the necessary adjustments can be made - and not uncommonly for the better.

If it is the obligation of the people to adapt, it is equally the obligation of the government to address the concerns for spoilage, and to ensure, even more, guarantee, that the technology which is available is conscientiously applied for effective and complete regeneration and environmental protection. The Ministry of Natural Resources commented on the Town's supplementary brief in June 1979 with the assurance that "the district is achieving 100% of the assigned regeneration target." The question remains, and the only acceptable answer is to confirm that the target is 100% regeneration, and that the 100% is attained.

Justice Hartt felt from the initial hearing that "it is not possible to deal with the issues....separately and piecemeal, as if the successful resolution of each one would add up to a successful resolution of what northerners wish..." He noted also the recent

establishment of the then new Ministry of Northern Affairs to reflect Ontario's recognition of the special character of the north. The "impact the new ministry would have on priorities, the delivery of services and Government decision making" could not be assessed at that stage, and would have to await the "unfolding of time."

We now have had that time and evidence, and there is not a locality anywhere in the north which cannot attribute some very real and tangible benefit to the Ministry. Not a few communities, Sioux Lookout one of them, readily attribute major projects directly to support from the Ministry of Northern Affairs, and benefits which could never have been contemplated otherwise. Government decision making relative to the north is obvious to the extent of the Regional Priorities Budget, which is substantial, but at the same time any quantitative statement of overall effect would lie in the answer to the 'value-extracted/value-returned' question posed earlier.

The Commission has carried out a considerate and effective public participation program from the standpoints of involving the public before the decisions had been made and the policies formulated,

and in the funding programs throughout the inquiry. It should be mentioned, though, that public involvement encounters a real stumbling block when written material is placed for public review. The Forestry Report is a typical example of a document which the public was invited to study. However, the size and especially the technicality of the report both discourage and intimidate the incentive for any layman to approach, much less absorb, much from it. We have heard at several of our own meetings that the public would appreciate the consideration of being offered a graphic and understandable format where any document is alleged to be a public information package.

CONCLUSIONS

The general economic crisis has overtaken the Commission, and dictates that your recommendations relate to utilization of resources and adaptation of residents, and ensure adequate provision for environmental management and protection.

The West Patricia Land Use Plan advocates selection from a number of resource allocation alternatives in one initial, overall decision. The Plan might better be implemented with adjustment of targets in the order in which priority needs are established. The Commission must be decisive, if not ruthless, in evaluating needs, and not in terms of inconclusive conciliation, but, despite Justice Hartt's rejection of that approach, on terms of "greatest good for the greatest number." However, it should also decisively rebut the Ministry of Natural Resources blanket policy statement that natural resources are to be managed for the good of all the citizens of the Province. Whether Northerners live in Sioux Lookout or Sandy Lake, in Allanwater or Wapekeka, they should have the reassurance that in the determining of the allocation

of natural resources, those who are most affected will receive the most consideration.

Also contrary to Justice Hartt's suggestion, the Ministry of Northern Affairs has addressed issues on an individual basis. Very substantial improvements have been achieved, and very pressing needs met. The approach has not been unsuccessful as a means to upgrade living and social conditions in the north, and it should not be dispensed with in preference of some theoretical approach design for the overall amelioration of all real, alleged, or imagined conflicts.

The Regional Priorities Budget should be maintained and allocated as it has been on the basis of demonstration of need. A danger is that we see programs of other ministries turn to Northern Affairs for funding. We do not want to see this process projected to the extent that the 'priorities' is taken out and the budget evolves to the Regional Budget. In that situation, Northern Affairs would be relegated to acting as agent for the other ministries and therein abdicating its commitment to special northern priorities and services.

Further, Northern Affairs should not be enticed to divert its funding from local community needs to a preoccupation with major, and high profile Provincial projects.

Finally, the Commission has done well to exercise its mandate to inquire and investigate. We appreciate the privilege and opportunity we have had in taking part in this inquiry, and we look forward now for the Commission to complete its mandate with its report and recommendations. Once again we urge that these be decisive, and not simply acknowledge a certain dilemma and instigate further inquiry.

5-YEAR DEVELOPMENT PLAN

THE MUNICIPALITY OF THE

TOWN OF SIOUX LOOKOUT

5-YEAR DEVELOPMENT PLAN

SIOUX LOOKOUT, ONTARIO

NOVEMBER 18, 1981

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INTRODUCTION

The attached Capital Works Program for the Town of Sioux Lookout was adopted by Council on the 18th day of November, 1981, and represents the plan of community improvements listed in order of their priority as perceived by Council.

This is the first semiannual updating of Council's 5-Year Plan documented in March, 1979, and revised in March, 1981. An Appendix is attached showing the disposition of the projects from that revised Plan.

The priorities are not necessarily listed in relation to existing sources of funds and financing, and accordingly some projects which may be further down in Council's order of priorities will be escalated by availability of grants and other financial incentives.

Where projects are not the responsibility of Council and are listed, they are included in order to reflect Council's analysis of local needs from other jurisdictions.

While the projects are listed under priority design, and a possible reordering of priorities might result from future reviews of the Plan, Council has made a conscientious effort to document very real requirements none of which are felt to be superfluous by reason only of their being placed lower in the order of priorities.

FACTORS INITIATING THESE PROPOSALS

The primary factor initiating this proposal is the recent and continuing surge of economic activity in the Sioux Lookout area.

This surge has led to increasing pressure on the Town's services in several areas. Housing was in such short supply that our local real estate agents declared that 1979 showed the tightest housing market in their experience of the Town - seventeen years. This situation appears to have eased in 1981, though now high interest rates prevent sales from taking place. The housing rental picture is even more chronic. Properties to rent are never advertised nowadays - literally dozens of prospective tenants are available by word of mouth. Many workers are living in the Sioux Lookout area on a bachelor basis because they cannot find accommodation for their families. Others are commuting from Dryden. Many have been forced to give up jobs because they cannot find housing. Mobile home trailer parks are expanding even though these are not the most desirable accommodations in the long term.

Unsurfaced roads are increasingly inadequate for a permanent community. Logging trucks, while a welcome sign of prosperity, pose real hazards for pedestrians and automobile traffic - as much when parked as when in motion. Sidewalks, safe traffic flow, and snow-clearing service are regularly obstructed by their presence.

Two years ago, water service was barely adequate for the Town as it exists today. Severe pressure problems were experienced in many areas of Town, with freeze-up situations such as 40 units left without service as a result of a crack in a one inch line. The water system renewal, when completed, should prove to be adequate for a population of up to 5,000.

The Town cannot hope to accommodate any expansion of commerce or industry with the present system and even further residential development would be in jeopardy if the project is not completed, since the Ministry of the Environment is very dubious of the present system's ability to service the proposed Ojibway Park Subdivision.

Recreational and cultural facilities are becoming inadequate for the numbers using and demanding them. Recreation for older citizens and teenagers, and indoor recreation in general, are sadly lacking. Serviced industrial land is urgently needed to meet expressed needs and to curb the rapid spread of random industrialization of prime residential and recreational land in the rural area.

The continued fast rise in passenger traffic at the municipal airport is creating a long-term need for substantial equipment additions. Recent capital improvements financed by the Ministry of Northern Affairs have accomplished their objectives but have evidently provided another spur to increased traffic.

In sum, this proposal arises from the need for an adequate infrastructure to accommodate present economic growth outside the Town's boundaries, and from the need to provide for future economic, service and residential expansion within the Town.

FACTORS INITIATING THIS PROPOSAL cont.

Lack of serviced industrial land is holding up the initiatives of several entrepreneurs. Land is needed for small manufacturing enterprises; for storage and warehouse facilities; for equipment garages and repair shops. The present shortage is leading to an explosion of industrial and commercial development in the rural, unorganized area - just that which should be protected against uncontrolled development. The Town is further hampered by its continuing very low industrial tax base.

SCOPE OF PROPOSAL

This proposal is intended to include capital investments needed to upgrade the Town's infrastructure and facilities.

The need for infrastructural improvements is perceived to be largely the result of increased employment generated both by investments made by senior governments and the drive and initiative of local enterprises.

Obviously, when employment and hard services expand, the need for social services also expands, even assuming that no previous needs existed. However, these have been excluded from this proposal for the following reasons:

- educational plant and facilities are felt to be adequate for an in-town population of up to approximately 4,200, given present enrolment levels.
- hospital facilities are operating at modest utilization rates, and could cope with a reasonable increase in population.
- provision of "soft" services are line responsibilities of individual Ministries.
- areas omitted are, in general, ones in which the Town would not be asked for a capital contribution.
- it would unduly dilute the impact of this proposal if it had to be reviewed by too many Ministries.

SUMMARY OF PROPOSAL

This proposal outlines the presently perceived capital project needs of the Town of Sioux Lookout for the period of 1982-1986.

It identifies capital projects, some of which are essentially "manageable" segments of larger projects. The criterion of a "manageable" segment is the amount of work which can realistically be accomplished in one construction season.

In general terms, needs considered were those which have not yet been specifically approved or funded. The proposal calls for an overall investment of approximately 17.1 million dollars* at 1982 values, in the upgrading of the community's infrastructure.

We believe that these improvements are necessary to upgrade the Town's infrastructure and physical facilities to keep pace with economic developments, engendered by the success of D.R.E.E. and M.N.A. investments in the Marchington Road; McKenzie Forest Products, and by increasing service industry employment.

*Does not include four projects for which cost estimate not available: Priority Nos. 1, 7, 11, and 15.

PROJECTS AND PRIORITIES

The projects following are listed with approximate costing in 1982 dollars; putative sources of funds, and their priority order in the minds of Town Council with the advice of staff and committees.

We would wish the following positions to be clearly understood:

- we realize that policy considerations of senior governments will dictate a maximum percentage of funding on certain projects and overall dollar limits on others.
- the priorities shown are those determined relative to the funding avenues we have identified, i.e., a change in the price tag to the Town might cause us to revise the list of priorities.
- our "suggestions on sources of funding" are based on our admittedly limited knowledge of the very wide range of funding programs. Misapprehensions on our part, budgetary restrictions and policy or program changes may contra - indicate sources named in a number of instances. In these cases, we would request the Ministry of Northern Affairs to examine other potential avenues to secure the funds required.

Bearing the above in mind, we submit our projects and priorities as shown in the following pages.

LIST OF PROPOSALS - SUMMARY

PRIORITY	PROJECT	COSTING	PAGE
1	Construction of Senior Citizens extended care facility	$ ***	9
2	Water Supply System: (a) New water standpipe; (b) New pumping facilities	2,220,000.	10
3	Day Care Centre	175,000.	11
4	Municipal Non-Profit Housing Project	1,140,000.	12
5	Water System Supply, sub-trunk lines and distribution improvements	1,475,500.	13
6	Outdoor Recreation Facilities	150,000.	14
7	Highway by-pass linking Highway 72 with the Marchington Access Road	***	15
8	Municipal Office - computer	40,000.	16
9	Airport Terminal	550,000.	17
10	Upgrading of Town streets and sidewalks (Phase 2)	1,940,000.	18
11	Works Department Improvements	***	19
12	Recreation Complex Phase IIA	1,200,000.	20
13	Upgrading of Town streets and sidewalks (Phase 3)	1,440,000.	21
14	Site preparation and site servicing for Industrial Park sites	250,000.	22
15	Construction of new Provincial Courthouse	***	23
16	Connecting Link Improvements	40,000.	24
17	Upgrading of Town streets and sidewalks (Phase 4)	1,700,000.	25
18	Mobile Home Subdivision	255,000.	26
19	Airport Garage	150,000.	27
20	Community Greenhouse	50,000.	28
21	Sewer Lift Station for Ojibway Park, Phase 2 and 3	275,000.	29
22	Airport crosswind runway extension	675,000.	30
23	Airport main runway extension	1,250,000.	31
24	Water treatment system	2,100,000.	32

*** Cost estimate not listed or available.

PRIORITY:	1
PROJECT:	Construction of Senior Citizens extended care facility.
DESCRIPTION:	Annex to the Sioux Lookout General Hospital to provide room accommodation and extended care for 16 to 24 Senior Citizens.
BASIS OF NEED:	To provide for those Senior Citizens who are no longer able to care adequately for themselves in their own homes or accommodations, but to allow them to remain in their home community.
COSTING:	Not undertaken.
FUNDING:	Ministry of Northern Affairs.
REMARKS:	Proposal has been submitted to Ministries of Health, Community and Social Services, and Northern Affairs, outlining a Senior Citizens Services package, including the care facility as a priority item. The other components of the package do not incur major capital costs.
STATUS:	Ranked as first priority in Senior Citizens Services within the District of Kenora and Rainy River by the District Health Council. "Soft" components of the package are presently starting to be implemented.

PRIORITY: 2

PROJECT: Water Supply System:

(a) New water standpipe;

(b) New pumping facilities.

DESCRIPTION: These improvements are outlined in Report on Water Supply and Distribution System, E.O. 77261 by Proctor and Redfern Limited, October, 1977.

BASIS OF NEED: Present water system is barely adequate for existing needs, particularly in firefighting. Severe pressure problems exist. Increased water supply is considered to be an absolute precondition for residential or commercial development.

COSTING: Per paragraph 7.2 of the above Report, at approximately 50% over October, 1977, figures:

	(a)	(b)
Site easement	$	$ 50,000.
Engineering	60,000.	144,000.
Water intake facilities		150,000.
Pumping facilities		
Controls and instrumentation		16,000.
600,000 i.g. standpipe	960,000.	840,000.
	$1,020,000.	$1,200,000.

FUNDING: Agreement has been reached that this project be funded 80% by M.O.E. - C.S.C.P./M.N.A. and 20% by the Town.

REMARKS: 12" Feeder main constructed 1980. Proposed phasing water intake and pumping facilities 1982, and standpipe for 1983.

STATUS: (a) Projected to proceed on completion of (b).

(b) Initial design completed; easement acquired; final design and contract documents in process.

PRIORITY: 3

PROJECT: Day Care Centre.

DESCRIPTION: Construct new Day Care Centre.

BASIS OF NEED: Day Care Centre is operating in inadequate accommodation; registration establishes need for increased capacity.

COSTING: Approximately $175,000. for land and construction of a 2,000 sq. ft. Centre on Town land.

FUNDING:

Ministry of Community and Social Services	$ 87,500.
C.S.C.P.	65,625.
Town	21,875.
	$175,000.

REMARKS: Present Day Care Centre located in basement of a public hall, which presents many deficiencies from a proper environ. The existing facilities comprise the initial venture in 1979 into Day Care in Sioux Lookout to substantiate the need. With enrolment to capacity, that need has been dramatically demonstrated, and outgrown the present accommodation. No alternate accommodation is available in the community.

STATUS: Approved under C.S.C.P. Redevelopment Plan. Application initiated to Ministry of Community and Social Services, with priority confirmed in the capital grant program, but no commitment as to date funds will be available.

PRIORITY: 4

PROJECT: Municipal Non-Profit Housing Project.

DESCRIPTION: Construct 26 Units: 12 Senior Citizens market rental; 7 Family market rental; and 7 Family rent-geared-to-income.

BASIS OF NEED: Chronic housing shortage - substantiated by Ministry of Municipal Affairs and Housing survey of existing needs.

COSTING: $1,040,000. ($40,000./unit) construction
100,000. land.

FUNDING:
(1) Source funding identification costs - Ministry of Municipal Affairs and Housing;
(2) Architect/Engineering design fees covered by construction costs but may have to be initially Town funded until mortgage moneys begin to come in. (Dependent on agreement with Architect/ Engineering);
(3) Upon project approval by Ministry of Municipal Affairs and Housing the private sector builds the project with 100% guaranteed financing from N.H.A.;
(4) The Federal (50%) and Provincial (50%) Government through the Ministry of Municipal Affairs and Housing write down the mortgage interest rates to as low as 2% when determining mortgage payments.

REMARKS: Ministry of Municipal Affairs and Housing has substantiated the need and Sioux Lookout eligibility with project approval for the 26 units in 1981. The project outline and design is proceeding.

STATUS: Housing needs survey completed in 1980 and report therefrom adopted by Council. Council Resolution to undertake Municipal Non-Profit Housing Project has been passed. Ministry of Municipal Affairs and Housing's Municipal Non-Profit Incentive Grant has been paid to the Town, November, 1981.

PRIORITY: 5

PROJECT: Water System Supply, sub-trunk lines and distribution improvements.

DESCRIPTION: These improvements are as outlined in Report on Water Supply and Distribution System, Town of Sioux Lookout E.O. 77261 by Proctor and Redfern Limited.

BASIS OF NEED: Present water system is barely adequate for existing needs, particularly in firefighting. Severe pressure problems exist. Increased water supply is an absolute precondition of further development. The Town would like to pave parts of roadways along the proposed new line routes.

COSTING: Per Paragraph 7.2 of the above Report at 60% over October, 1977, figures:

	1983 - $
Sub-trunk watermain	$ 531,500.
Distribution system improvements	784,000.
Engineering	160,000.
	$1,475,500.

FUNDING: Application has been made that this project be funded 80% M.O.E. - C.S.C.P./M.N.A. and 20% by the Town.

REMARKS: 1983 $ shown for future budgeting purposes.

STATUS: Application to M.O.E. for Direct Grant.

PRIORITY: 6

PROJECT: Outdoor Recreation Facilities

DESCRIPTION: Construct outdoor courts for basketball and tennis at ball diamond location and rehabilitate second diamond; move and reconstruct old ball diamond; construct lawn bowling facility and playground area complete with equipment and fence in whole park area; bleachers for ball diamonds, washroom and concession.

BASIS OF NEED: Existing ballfield facilities inadequate and no outdoor tennis or basketball courts available. The lawn bowling facilities would be good for the elderly. The playground would make it a family playground. At this time anyone using the park must use the washroom in the curling club.

COSTING: $150,000.

Rehabilitate second ball diamond	$ 20,000.
Move and reconstruct old ball diamond	33,000.
Tennis and basketball courts	35,000.
Lawn bowling facility	7,000.
Playground	4,000.
Bleachers	6,000.
Washroom and concession booth	25,000.
Fence for whole area	20,000.
Total	$150,000.

FUNDING:

CSCP	$ 75,000.
CRCA	10,714.
Wintario	32,143.
Town contribution	32,143.
Total	$150,000.

REMARKS: Approved under CSCP Redevelopment Plan for construction under that program.

STATUS: Application in process for CRCA and Wintario grants.

PRIORITY:	7
PROJECT:	Highway by-pass linking Highway 72 with the Marchington Access Road.
DESCRIPTION:	Highway by-pass to link Highway 72 with the Marchington Access Road, perhaps via Highway 642 and/or the Sturgeon River Road.
BASIS OF NEED:	Hazard and inconvenience to citizens in Town from logging trucks passing through. Delay of trucks in heavy traffic flow periods.
COSTING:	None undertaken. Not a Town responsibility.
FUNDING:	M.T.C./M.N.A. through R.P.B.
REMARKS:	Letter Bernier/Parry 5/02/79 indicated that M.T.C. will undertake a study of this proposal. Map of alternative routes sent 5/12/80. Town response forwarded and preferred route shown.
STATUS:	Route selection stage - M.T.C. and M.N.A. No report received by November, 1981.

PRIORITY:	8
PROJECT:	Municipal Office - computer.
DESCRIPTION:	To install computer equipment for municipal office accounting.
BASIS OF NEED:	Mechanical accounting machines approaching obsolescence, service and repair likely unavailable within the next two or three years.
COSTING:	Estimate $40,000.
FUNDING:	Municipal budget.
REMARKS:	Investigation of program, etc. should commence immediately, with requirement for purchase equipment likely 1982 or 1983.
STATUS:	Refer to 1982 to initiate investigation of equipment and programs.

PRIORITY: 9

PROJECT: Airport Terminal

DESCRIPTION: Construct terminal facility. (Landscaping of terminal area, improvement of roads and security fencing.

BASIS OF NEED: To accommodate Sioux Lookout's fast-rising traffic patterns and increasingly central importance to the area's route network.

COSTING: Terminal facility $550,000.

FUNDING: Terminal - M.T.C. 80%
Town 20%.

REMARKS: Additionally, lack of adequate centralized terminal facilities seriously inconveniences and confuses the travelling public and leads to unnecessary duplication of investments by carriers.

Estimated cost only.

Air exchange system (Electric).

STATUS: Terminal design in process and report submitted early 1982. Project included in five year capital forecast for consideration of funding M.T.C. portion in 1982-83.

PRIORITY: 10

PROJECT: Upgrading of Town streets and sidewalks (Phase 2).

DESCRIPTION: Application of paving and surface treatment, plus curbing and guttering, to Town streets, and laying of sidewalks.

BASIS OF NEED: On completion of Phase 1 road improvements 1981 about 31% of Town streets by length, (including connecting link and open laneways) will be paved, and about 18% surface treated. About 4 km. of sidewalks have been laid.

COSTING: Approximately $500,000/km paving (incl. curb and gutters)
Average costs $ 60,000/km surface treating
$ 60,000/km curb and gutter
$ 50,000/km sidewalks
$200,000/km roadbed to paving standards.

In Phase 2 we propose 1 km paving, 2 km surface treating, curb, gutter and bring roadbed to paving standards, and laying of 16 km of sidewalks.

Paving	1 x $500,000 =	$ 500,000.
Curb and gutter	2 x $ 60,000 =	120,000.
Surface Treatment	2 x $ 60,000 =	120,000.
Roadbed to paving standards	2 x $200,000 =	400,000.
Sidewalks	16 x $ 50,000 =	800,000.
	Total Cost	$1,940,000.

FUNDING: Suggested 10% M.T.C., 10% Town, remainder through D.R.E.E. and M.N.A.'s Regional Priorities Budget.

REMARKS: Estimated costs based on 1981 contract with escalation 10% for 1982.

STATUS: Unfunded 11/81.

PRIORITY:	11
PROJECT:	Works Department Improvements.
DESCRIPTION:	Construct a new garage and offices complex at a new site that is removed from the present central location.
BASIS OF NEED:	This present location is confined to inadequate yard and garage space for the present range of Town equipment, and does not lend itself to efficient management and dispatch of equipment and material, due to the necessity of maintaining several storage areas and material depots.
COSTING:	Undetermined.
FUNDING:	Municipal funds.
REMARKS:	Proposal to develop a works yard to include material storage.
STATUS:	Pending.

PRIORITY: 12

PROJECT: Recreation Complex Phase IIA

DESCRIPTION: This project would replace what was previously known as Phases II and III. It would be contiguous with the present arena and include a common entrance, ticket office, recreation offices, and an indoor pool. It would include combining the most practical aspects of II and III and attach dressing rooms to the southwest corner of the Arena. Pool would be leisure type designed basically with low maintenance a priority.

BASIS OF NEED: Phase IIA provides a facility of greater recreational value than Phase II. Useful indoor year-round recreation facilities are in short supply. The pool could be utilized for therapeutic purposes and on a regional basis. Swimming is the most healthful exercise. With very little time available for outdoor swimming it would make this activity available on a year-round basis.

COSTING: $1,200,000.

FUNDING:

Under original C.S.C.P. Plan	$ 459,375.
Special Ministry of Energy Grants for Pools	200,000.
C.R.C.A.	75,000.
Wintario	232,800.
Balance - Private & Corporate (Maximum)	68,750.
Town (Maximum)	164,075.
	$1,200,000.

If the under burden clause is applied as in Phase I of the Arena, then the C.R.C.A. would be $150,000. and reduce Town contribution accordingly.

REMARKS: By combining Phases II and III into Phase IIA there would be no need for major recreation projects in the forseeable future. The pool would reach the most number of people in the community.

STATUS: Design and final estimates; Wintario and C.R.C.A. Grant applications in process.

PRIORITY: 13

PROJECT: Upgrading of Town streets and sidewalks (Phase 3).

DESCRIPTION: Application of paving and surface treatment, plus curb and gutter, to Town streets, and laying of sidewalks.

BASIS OF NEED: On completion of Phases 1 and 2, Street Improvements about 35% of the Town's present streets by length (including connecting link and open laneways) will have pavement and about 26% surface treatment. Of the Town's 16 km. of streets, about 10 km. will have sidewalks.

COSTING: Approximately $500,000/km paving (incl. curb and gutter)
Average costs $ 60,000/km surface treating
$ 60,000/km curb and gutter
$ 50,000/km sidewalks
$200,000/km roadbed to paving standards

In Phase 3 we propose 1 km. paving, 2 km. surface treatment, curb, gutter and bring roadbed to paving standards, and 6 km. of sidewalks.

Paving	1 x $500,000 =	$ 500,000.
Curb and gutter	2 x $ 60,000 =	120,000.
Surface Treatment	2 x $ 60,000 =	120,000.
Roadbed to paving standards	2 x $200,000 =	400,000.
Sidewalks	6 x $ 50,000 =	300,000.
	Total Cost	$1,440,000.

FUNDING: Suggested 10% M.T.C., 10% Town, remainder through D.R.E.E. and M.N.A.'s Regional Priorities Budget.

REMARKS: Estimated costs only.

STATUS: Unfunded 11/81.

PRIORITY: 14

PROJECT: Site preparation and site servicing for Industrial Park sites.

DESCRIPTION: The site preparation of the Town owned Industrial Park area at the junction of the Sturgeon River Road and Highway 72.

BASIS OF NEED: No fully serviced industrial sites are presently available.

COSTING: The Town-owned Sturgeon River Road property is presently being prepared at little or no cost by Town winter works. Servicing is available at the west end of the site. $250,000.

FUNDING: Ontario Industrial Park Program (OIPP) loans of up to 75% for development of Town-owned land in the form of five year decreasing interest forgivable portion and a deferred principle payment during first five years. Additional 25-50% capital outlay by the Town or the private sector. NORDA funding will be requested to a level of 25%.

REMARKS: Town-owned site to be developed on as required basis. The junction site financing to be sought when McKenzie Forest Products receives its go ahead.

STATUS: On going.

PRIORITY:	15
PROJECT:	Construction of new Provincial Courthouse.
DESCRIPTION:	Fully Provincial project, to improve delivery of justice services in the area.
BASIS OF NEED:	Current facilities cramped, obsolete and temporary.
COSTING:	None undertaken. Not a Town responsibility.
FUNDING:	Provincial 100%.
REMARKS:	Letter McMurtree/Parry, 2/81 indicates construction 1986 or later.
STATUS:	Land purchased.

PRIORITY:	16
PROJECT:	Connecting Link Improvements.
DESCRIPTION:	Curb Wellington from First Avenue to subway, approximately 1 km. of curbing.
BASIS OF NEED:	Improvement of entrance to Town, traffic control on highway connecting link.
COSTING:	Curbing (estimate $40./metre) - $40,000.
FUNDING:	Connecting Link Agreement; M.T.C. - Municipal.
REMARKS:	This project requires attention to enhance highway entry into the community.
STATUS:	Projected in Connecting Link Capital Forecast.

PRIORITY: 17

PROJECT: Upgrading of Town streets and sidewalks (Phase 4).

DESCRIPTION: Application of paving and surface treatment, plus curb and gutter, to Town streets, and laying of sidewalks.

BASIS OF NEED: On completion of Phases 1, 2 and 3, Street Improvements by length, only about 40% of the Town's present streets by length (including connecting link and open laneways) will have been paved, and about 34% surface treated, and about 13 km. of streets will have sidewalks.

COSTING: Approximately $500,000/km paving (incl. curb and gutter)
Average costs $ 60,000/km surface treating
$ 60,000/km curb and gutter
$ 50,000/km sidewalks
$200,000/km roadbed to paving standards

In Phase 4 we propose 1 km. paving, 2 km. surface treatment, curb, gutter and bring roadbed to paving standards, and 6 km. of sidewalks.

Paving	1 x $500,000 =	$ 500,000.
Curb and gutter	3 x $ 60,000 =	180,000.
Surface Treatment	2 x $ 60,000 =	120,000.
Roadbed to paving standards	3 x $200,000 =	600,000.
Sidewalks	6 x $ 50,000 =	300,000.
	Total Cost	$1,700,000.

FUNDING: Suggested 10% M.T.C., 10% Town, remainder through D.R.E.E. and M.N.A.'s Regional Priorities Budget.

REMARKS: Estimated costs only.

STATUS: Unfunded 11/81.

PRIORITY: 18

PROJECT: Mobile Home Subdivision

DESCRIPTION: To identify locations and costs for a mobile home subdivision development which would be attractive addition to a major Town expansion.

BASIS OF NEED: A certain percentage of the population of any expansion requires the locating of mobile homes. Smaller lots constructed for this purpose could be eventually converted to duplex lots.

COSTING: $7-8,000. per serviced lot.

FUNDING: Municipality or Private Enterprise.

REMARKS: The proper expansion of the present Durante Trailer Park would provide a good area for a development. A site to the northwest of the Zone Hospital in the yet to be defined new subdivision can be evaluated.

STATUS: Project to be designed when requirements present themselves. One circumstance would be the construction of a sawmill in the Sioux Lookout area.

PRIORITY:	19
PROJECT:	Airport Garage.
DESCRIPTION:	Construct new Airport Maintenance Garage.
BASIS OF NEED:	Airport equipment housed in aging building reaching capacity with inventory of equipment requiring indoor storage.
COSTING:	5-bay Garage - $150,000.
FUNDING:	50% M.N.A. and 50% D.R.E.E.
REMARKS:	Estimated cost only.
STATUS.	Unfunded 11/81.

PRIORITY:	20
PROJECT:	Community Greenhouse.
DESCRIPTION:	20' x 40' greenhouse building located in the Queen Elizabeth High School grounds, and attached to the School building for connection to services.
BASIS OF NEED:	Scientific greenhouse in a northern latitude Ontario community for experimental, educational, and recreational purposes with accessibility granted to research institutions, schools, and the public.
COSTING:	$50,000.
FUNDING:	Municipal.
REMARKS:	Municipal responsibility capital cost only - operation and maintenance to be assumed by Board of Education.
STATUS:	Concept requires development with Board of Education.

PRIORITY:	21
PROJECT:	Sewer Lift Station for Ojibway Park, Phase 2 and 3.
DESCRIPTION:	Construct small lift station for residential area.
BASIS OF NEED:	This will be needed to supply sewerage pumping for the further lots of the subdivision.
COSTING:	$275,000.
FUNDING:	Undetermined. M.O.E. assistance, if available, or possible subdivision agreement with private developer.
REMARKS:	Ojibway Park, Phase 2, has draft Plan approval for subdivision. Initial stage of this Plan will comprise approximately 26 lots, and not require the pumping station. Further developments from that point will necessitate review of the pumping station requirements.
STATUS:	Unfunded 11/81. Pending demand for residential lots to a second stage development of Phase 2.

PRIORITY:	22
PROJECT:	Airport crosswind runway extension.
DESCRIPTION:	Extension of runway 03:21 by 300 metres, together with paving and lighting.
BASIS OF NEED:	This improvement will increase the airport's capacity to handle heavier machines in adverse wind conditions, and will improve serviceability in runway maintenance or snow-clearing situation.
COSTING:	$675,000.
FUNDING:	Suggested 50% D.R.E.E. and 50% M.N.A. through R.P.B.
REMARKS:	Safety factor in providing alternate landing strip.
STATUS:	Unfunded 11/81. Included in M.T.C. proposed Airport Development Capital Expenditures 1980 to 1984.

PRIORITY:	23
PROJECT:	Airport main runway extension.
DESCRIPTION:	Lengthening runway 16:34 by 300 metres extension from threshold, includes lighting and hard surface.
BASIS OF NEED:	To accommodate Sioux Lookout's fast-rising traffic patterns and increasingly central importance to the area's route network.
COSTING:	$1,250,000.
FUNDING:	50% D.R.E.E. and 50% M.N.A. through R.P.B.
REMARKS:	Extension will complete runway to 1,700 metres.
STATUS:	Unfunded 11/81. Included in M.T.C. proposed Airport Development Capital Expenditures 1980 to 1984.

PRIORITY: 24

PROJECT: Water treatment system.

DESCRIPTION: This improvement is as outlined in Report on Water Supply and Distribution System, Town of Sioux Lookout, E.O. 77261 by Proctor and Redfern Limited.

BASIS OF NEED: The Ministry of the Environment states that expanded treatment facilities are required as a component of water system expansion.

COSTING: Per paragraph 7.2 of the above Report, at 50% over October, 1977, figures:

Treatment facilities	$2,100,000.

FUNDING: We would suggest that this project be funded 75% by M.O.E. and 25% by D.R.E.E.

REMARKS: Recent water quality deemed acceptable by M.O.E., and project prioritized on that basis.

STATUS: Pending imposition of water quality standards by M.O.E. which require further treatment of the water supply.

APPENDIX 1

PROGRESS SUMMARY 1981

PRIORITY 1981	PROJECT AS AT MARCH 1981	STAGE OF DEVELOPMENT IN 1981	PROPOSED ACTION IN 1982	PRIORITY 1982
1	New water standpipe and pumping facilities. $1,861,000.	Preliminary design pumping station reviewed, and final design and contract in process for 1982	Contract and construction.	2
2	Construction of Senior Citizens Extended Care facility. Cost not determined.	Referred to Ministries of Health and C. & S. S. - awaiting determination.	Pursue as urgent requirement for positive determination.	1
3	Day Care Centre $160,000.	Initial application for C. & S. S. Grant, confirmed grant priority, but no date commitment; formation building committee.	Construct 1982-83 within C.S.C.P. time requirement.	3
4	Water system supply; sub-trunk lines, and distribution improvements. $2,720,500.	Some items included in C.S.C.P. road contract - approx. $60,000.	Confirm approval M.O.E. Grant.	5
5	Upgrading of Town Streets and Sidewalks, Phase 1. $1,300,167.	Contracted 19 block paving from project 14 blocks. Sidewalks 2 blocks plus extensive repair.	Completed 1981.	N/A
6	Municipal Non-Profit Housing Project. $1,460,000.	Proceeding to formation of Non-Profit Corporation, selection of sites, initial grant.	Construct 12 Senior Citizens market rental, 7 family market rental, and 7 family assisted units.	4
7	Acquisition of land (C.N.R. Block 10) $77,000.	C.N.R. approved sale 96 acres at $770. per acre.	Completed 1981.	N/A

APPENDIX 1 (con't)

PRIORITY 1981	PROJECT AS AT MARCH 1981	STAGE OF DEVELOPMENT IN 1981	PROPOSED ACTION IN 1982	PRIORITY 1982
8	Upgrading of Town Streets and Sidewalks, Phase 2. $1,580,000.	No development.	Pending.	10
9	Airport Improvement, Phase 2 (Terminal) $500,000.	Sign agreement with M.T.C. for design report, arrange consultation to review.	Complete terminal design, proceed on building if funding secured.	9
10	Outdoor Recreation Facilities. $150,000.	Construct one new ballfield, design complex layout, apply for Wintario/ C.R.C.A. (in process).	Confirm final design and completion 1982-83 within C.S.C.P. time requirement.	6
11	Upgrading of Town Streets and Sidewalks, Phase 3. $1,180,000.	No development.	Pending.	13
12	Arena Extension, Phase 2. $628,000.	Application Wintario /C.R.C.A. in process; included in C.S.C.P. plans being reconsidered.	Redesign project to combine Phases 2 and 3; consider new proposal under C.S. C.P./C.R.C.A./ Wintario.	12
13	Highway by-pass linking Highway 72 with Marchington Access Road. Cost not determined.	Recommendations for alternate routes considered and comments referred to M.T.C. - awaiting.	Press for progress on the project.	7
14	Municipal Office Equipment - Computer. $40,000.	Computer dealer making initial inquiry, and will submit a presentation of his product.	Proceed to design requirements for system.	8

APPENDIX 1 (con't)

PRIORITY 1981	PROJECT AS AT MARCH 1981	STAGE OF DEVELOPMENT IN 1981	PROPOSED ACTION IN 1982	PRIORITY 1982
15	Land acquisition; site preparation and site servicing for Industrial Park. $550,000.	Fill Town land on Sturgeon River Road; Town determining servicing cost.	Redefine project; determine funding to proceed as required.	14
16	Upgrading of Town Streets and Sidewalks, Phase 4. $1,400,000.	No development.	Pending.	17
17	Mobile Home Trailer Park $200,000.	No development.	Determine potential location and servicing for development as required.	18
18	Sewage Lift Station for Ojibway Park, Phases 2 and 3. $250,000.	Initiate preliminary development Phase 2A - no sewage lift station required at this stage.	Await requirement for further development.	21
19	Recreation Complex (Swimming Pool, etc.), Phase 3, Arena. $750,000.	Application Wintario /C.R.C.A. in process Committee reconsidering overall plans for Arena complex.	Referred to Priority 12 in redesign of project.	N/A
20	Airport Improvements Phase 4. (Crosswind Runway Extension). $600,000.	No development.	Pending.	22
21	Airport Improvements Phase 3. (Main Runway Extension). $1,000,000.	No development.	Pending.	23

APPENDIX 1 (con't)

PRIORITY 1981	PROJECT AS AT MARCH 1981	STAGE OF DEVELOPMENT IN 1981	PROPOSED ACTION IN 1982	PRIORITY 1982
22	Works Department Improvements. Cost not determined.	No development.	Preliminary investigation.	11
23	Airport Improvements Phase 1. (Equipment and Garage). $515,000.	Obtain sweeper, plough truck from Transport Canada, and Grader and Blower pending.	Pending.	19
24	Construct Downtown Mall. $8,000,000.	No development.	Defer to business initiative.	N/A
25	Water Treatment Plant. $1,890,000.	No development.	Defer to Ministry of the Environment direction.	24
26,	Construct New Provincial Court-house. (Provincial under-taking.	Projected (Provin-cial) start stated 1986 or later.	In consideration existing need, urge earliest possible scheduling.	15
			Connecting Link Improvements. (New 1982)	16
			Greenhouse (New 1982).	20

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Submitted to

Royal Commission on Northern Environment

By

Sioux Lookout Chamber of Commerce

November 22, 1982

Royal Commission on Northern Environment
Mr. J.E.J. Fahlgren, Commissioner

Mr. Commissioner, Members of the Commission, Staff, Ladies and Gentlemen:

The Chamber of Commerce presentation will be based on previous documents presented. I will expand on that which you already have and reiterate our concerns by bring up to date, those items where time or change has altered their priority, and emphasizing the need for action by this Commission.

Our concerns are now more important than ever because of the state of our economy. Many of those items previously presented have come to pass and unfortunately, as predicted, have had a devastating effect on our people. The loss of jobs through industrial change, sort-sightedness and government inaction are but a few pills the people of this Region are having to swallow.

When we speak our views, it is out of genuine concern and they were, in fact, founded with accuracy on history itself and a desire to predict its future from the experience of that history.

The Chamber will deal with issues directly related to the area. We do however, recognize that no area is in complete isolation from any other part of the Region, the Province, or indeed the Country.

From submissions received in past reports and Issues Report, Justice Hartt wrote that through the Commission's Hearings, Northerners advised the people of Ontario that conditions in their part of the province have altered in two fundamental ways.

Firstly, the limits of some of our resources are in sight. Secondly, the resources were taken away from their region with no

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thought given to the future or for the replacement or rebuilding of a productive environment. What it seems to me Northerners are talking about is a pervading sense of being powerless. Surely it can be conceded that they understand their own needs better than any one else. Yet, Northerners seldom are consulted, and if they are, it is all too often as a procedural devise merely to make decisions already determined, more acceptable to the public. In a democracy, public policy cannot be legitimately formulated if the concerns and needs of those affected by that policy are excluded from meaningful consideration.

When you accepted your commission in August of 1978, you promised that the Commission would do everything in it's power to solve these problems. Our destiny is still being heavily dictated by those not affected by the decisions. When called upon, we have proven we are capable of answering the need and have the expertise to work out the solutions and do have a vested interest in our future. Therefore, what we are implying is that through you, we must have a voice in our legislature to direct our concerns.

CONCERNS AND ISSUES

In the first round of Hearings, we stated our concerns about the railways of the country; the centralized attitudes and our concern for small terminals and their citizenry. Our prediction has come to pass and yet, the Town has survived the setback although it has indeed affected our economic base. It is acknowledged that our community depends heavily on its government services as they are the largest employers of our residents. If we are to survive, emphasis must be placed on the growth of government services.

Continued efforts should be made through this community, the province, and the federal government, to attract small business and industry to secure our economic base. We look for means to encourage small, independent initiative in undertaking resource or business ventures, and the subsequent fostering of local entrepreneurship as a basis for business or industry geared to the resources, or for manufacturing where proximity to raw materials or market is not the governing factor. Support that recognizes the remoteness of the area to be developed and the present stage of development is vital.

I think, Mr. Commissioner, that the Town recognizes that a great deal of support is needed to enhance the lifestyle of this community and we are prepared to try and develop policies and programs to have orderly development, but we see that this Commission could provide a great deal of help by suggesting forms of support that we might be able to call upon - positive steps that could be taken to ensure that the region not be raped and exploited in the name of enticement, oversight, short-run economic relief, or contrived lack of alternatives. In other words, just to hold a business here, we would not want very quick decisions that may cause us to cut down our forestry products as a result of trying to keep a mill here without some very strong alternative and some ways and means of preserving and restoring what we have taken from the area. We ask for implementation and strict enforcement of present technology and research, in the management and use of resources from the outset to preserve and perpetuate renewable yields and we ask that we be left at least the legacy from removal of non-renewable resources.

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Another concern of the Chamber's is Air Transportation. We feel that if you look at the navigational maps and air maps of this area, you will bee that Northern Ontario is one of the few areas of the province that bears very few navigational aids. We feel that in a time that we are called upon for safety, this must be one of the foremost items we should look at. Some suggestions are:

Airstrips - upgrading to accomodate the advances in type and size of aircraft using them;

Navigation - urgency for immediate provision of complete system of navigational aids so that this area does not continue to remain unique in the lack of safety measures (upgrading, incresing of power, and relocation of existing aids where necessary .

And Mr. Commissioner, there are many aids like the ADF control and beams that are located in the centre of municipalities rather than at the ends of runways, and we feel this does present some hazards in bad weather. We also ask for the provision of beacon systems which can bring aircraft in on pinpoint compass ratings. We ask that a constant program continue and be upgraded where necessary. Once again, we see the withdrawal of services as being another detrimental phase and a loss to the area.

In the area of Forestry, we have the following concerns:

Timber Limits - essentially total commitment to large paper companies. We ask that you look at the small management units for the independent operators which is rapidly approaching its depletion point. Woods operations for local initiative are insufficient and inadequate with

substantially inadequate limits and stiflying by lack of limits and/or restriction of species. There is very little area left for the independent wood cutter to operate as a private businessman.

In the area of Tourism, it is imperative that comprehensive programs be developed between our government agencies and our tourist operators to ensure the longevity of the industry. Long drawn out studies with salaries paid to people who have no vested interest in the outcome of such studies must be abandoned with a more meaningful use being made of the Northerners in such capacities to ensure our future.

Recently we have had several reports on Tourism, Land Use and Development, said reports being compiled by three groups or government agencies. Each have been of great cost to the taxpayer and each has set a course of its own without acknowledging the others. Some differ in attitude, reflecting the lack of communication; one report reflecting and designing the use of land and forest resulting in the birth of this very Commission. The overlapping and repetitive nature of these studies merely confuses the public and surely wastes today's desperately needed tax dollars.

In conclusion, Mr. Commissioner, we are very concerned with the lack of feedback from the last Hearing and the fact that many items of concern were not acted upon has left us frustrated to say the least. As I mentioned earlier this evening, unfortunately predictions of the past have come true. Reports in lay language are essential for a broader public understanding of pertinent issues contained therein and to allow us all to see the results.

As you are aware, I have had an active role in many forms with the Commission, and I have sensed the feelings of the "North of the 50th" populace. I have made known my disappointment with the Commission's track record to date, but my very presence here this evening is an indication of hopes for a better tomorrow and a desire to work together in bringing our points of view to our leaders so that we might once again have direction over our own destiny.

In closing, if this Commission is to hold any credibility at all, the people of this Region cannot be disappointed again.

Respectfully submitted,

Arnold L. Beebe